

**REPORT OF THE JOINT COMMITTEE ON SUBMISSIONS TO THE DRAFT HERETAUNGA
PLAINS URBAN DEVELOPMENT STRATEGY****1.0 Introduction**

- 1.1 This report presents the findings of the Joint Committee appointed by the Napier City Council, the Hastings District Council and the Hawke's Bay Regional Council to hear and make recommendations on submissions received on the Draft Heretaunga Plains Urban Development Strategy (HPUDS).

2.0 Background

- 2.1 HPUDS is a collaborative approach by the Hastings District Council, Napier City Council and Hawke's Bay Regional Council to plan for urban growth for the period 2015-2045; taking a long-term integrated view of urban land-use and infrastructure.
- 2.2 A draft strategy was adopted by the Joint Committee at its meeting on 3 March 2010. The Committee adopted the Draft Strategy for recommendation to the partner Councils.
- 2.3 All three Councils subsequently resolved to adopt the draft strategy consultation using the Special Consultative Procedure under the Local Government Act 2002 (LGA).

3.0 Decision Making Context

- 3.1 The Strategy is a broad scale, long-term, integrated land-use and infrastructure strategy prepared under the framework of the LGA.
- 3.2 As a non-statutory high level strategic document, HPUDS is not subject to specific statutory assessment criteria in the same way as a Regional Policy Statement, District Plan Change or Resource Consent applications. Nevertheless the Local Government Act does require Councils to give effect to the purpose of the Act and to take a sustainable development approach to achieving a community's economic social, cultural and environmental wellbeing.
- 3.3 Much of the strategy can however, only be given effect to and implemented through changes to the Regional Policy Statement District Plans prepared under Resource Management Act (RMA). The RMA has its own purpose and principles relating to the sustainable management of resources, which Councils must give effect to.
- 3.4 The Draft Strategy was prepared against this statutory context and Committee had the benefit of the specific purpose and principles of both the LGA and RMA being attached the Officers Overview Report as a touchstone for its considerations and recommendations on submissions.

3.5 In addition the Committee had a comprehensive set of reports and recommendations from Council officers and the strategy consultants analysing each point of submission compiled into relevant themes. In many, cases these reports and explanations contained within them satisfied submitters concerns.

4.0 Context

4.1 Both Hastings District and Napier City Councils have existing growth strategies in place to guide the urban development needs of their areas through to at least 2015.

4.2 The Heretaunga Plains Urban Development Strategy will therefore apply from 2015 and project those needs for the next 30 years, out to 2045. There are however, a number of strategy actions that will need to be implemented between 2010 and 2015.

Heretaunga Plains Urban Development Strategy Area

4.3 The Heretaunga Plains covers an area which embraces Waipatiki to the North, Waimarama to the South, Maraekakaho to the west and the Pacific Coast to the east as detailed in Map 1 **attached**.

4.4 The boundaries of the strategy area have been established to coincide with transport considerations, encompassing the Heretaunga Plains Transportation Study.

4.5 The area includes the small rural settlements on the fringes such as Maraekakaho, Puketapu, and Paki Paki. The coastal settlements of Waimarama, Ocean Beach, Te Awanga and Haumoana also fall into the strategy area as does Waipatiki on the northern boundary.

4.6 It is recognised that while Central Hawke's Bay sits outside the strategy area, there will be a number of people who live in these areas and work within the Heretaunga Plains or vice versa.

Strategy Development

4.7 The Heretaunga Plains is a resource rich area of New Zealand, blessed with high value soils, good water supply and a temperate climate. Understandably with such resources the Plains have been the focus for settlement with the main industrial base being the agriculture and horticulture sectors. The value of the soil and water resources to the economy and the wellbeing of the community remain vitally important, but ongoing growth in the residential and industrial sectors has led to increasing competition for the water and soil resources.

4.8 The key drivers for HPUDS are;

- Community recognition that both the soils and water resource are finite and under increasing pressure and should be better managed.
- The need to take a sub regional view to the growth needs over a longer period of time for balanced growth.
- The need to identify where the knowledge gaps are in planning for the long term growth.
- Accepting that the employment base of the Heretaunga Plains will continue to rely on land based industry.
- Establishing appropriate and planned responses to long term issues such as climate change and energy efficiencies.

4.9 HPUDS is not a strategy that stands alone; Other strategies and plans that will be influenced by HPUDS include the Regional Land Transport Strategy, the Regional Land Transport Programme, each of the partner Councils' growth strategies; Long Term Council Community Plans (LTCCPs), District and Regional Plans and the Regional Policy Statement. As a strategy partner, mana whenua programmes, plans and strategies will influence and be influenced by HPUDS in the post treaty settlements environment.

5.0 Consultation and Submissions

5.1 The three partner Councils chose to adopt the Special Consultative Procedure (SCP) set by Section 83 of the Local Government Act 2002 for consultation on the Draft Strategy. This required the Councils to prepare a joint Statement of Proposal and Summary of Statement of Proposal, which was included on an agenda for a meeting of each of the partner local authorities. Public notice of the availability of the Statement of Proposal explaining how people may submit on the Strategy was also given.

5.2 Notices calling for submissions were included in local newspapers. A copy of the Statement of Proposal (the full draft strategy – 171 pages), a Strategy Outline Document (a condensed overview of the full draft strategy document), Summary of Information, submission form and supporting background reports were made available on-line via the consultation link on the HPUDS website and at the receptions of libraries. Hard copies were also obtainable by contacting the Councils. The summary of information was also:

- Published in the Hawke's Bay Regional Council Big Picture newspaper, and issued to all households within the region.
- Included as part of the Napier City Council "Proudly Napier" Annual Plan publication and the Hastings District Council Annual Plan mailer and distributed to households.

- 5.3 Previous submitters, interest groups, hapu and mana whenua, landowners and individuals and organisations that had requested to be notified were also notified via letter.
- 5.4 Submissions on the draft strategy were received over a six week period ending 14 May 2010.
- 5.5 A total of 108 submissions (6 of which were received after the closing date) on the Draft HPUDS were received. Of these:
- 49 submissions indicated general support for the direction of HPUDS.
 - 29 submissions were generally opposed to the draft strategy, or specific aspects of the strategy.
 - 30 submissions gave no preferential indication of support or opposition, but have proposed amendments, further work or refinements to the strategy.
- 5.6 The Joint Committee resolved to accept the six late submissions for formal consideration.

6.0 Vision and Principles

- 6.1 An important part of the strategy development was the establishment of a Vision and Guiding Principles. These formed the basis for evaluating different growth scenarios. Similarly they form, an important part of evaluating the submissions. The Vision and Guiding Principles themselves were open for challenge through the submission process; no submissions however were received in relation to them.
- 6.2 The Principles were comprehensive in nature. Without denigrating the importance of each of these principles, the Committee wishes to paraphrase the more important ones relating to the recommended settlement pattern, which is where the more significant issues were raised. This will hopefully assist the reader in understanding the recommendations reached. These are as follows:
- Protection of versatile soils for food production.
 - Settlement patterns that promote sustainable transport and reduced fuel dependency.
 - Balanced housing choice, on both flat and elevated land, between Hastings and Napier.
 - Choice in housing type, location and affordability.

7.0 Settlement Pattern

7.1 Deriving from the Vision and Principles and the evaluation of the alternative scenarios the Draft Strategy proposed a more compact urban form that:

- Avoids the more versatile soils and retains productive use where possible.
- Moves toward establishing long term urban limits to define boundaries and create certainty.
- Promotes more intensive re-development within existing urban areas and greenfields locations.
- Builds on existing urban settlements.
- Promotes greater variety in housing choice and affordability.
- Recognises Mana Whenua aspirations

8.0 Key Submission Themes

8.1 The proposed settlement pattern and more intensive development form requires a shift in the current housing supply market and community preferences. This will need to occur over time and in an era of slowing growth and aging population with Maori forming a greater proportion of the population.

8.2 Against this background the following submission themes were identified and form the basis of the reporting back on the Committee's findings below (note these themes are more condensed and in a slightly different order than the supporting officer reports).

- Consultation and Engagement
- Strategy Assumptions, Monitoring and Adaptability.
- Settlement Pattern and Urban Limits
- Greenfields/Intensification Balance
- Intensification, Amenity and Urban Design
- Housing Affordability and Choice
- Rural Settlement Lifestyle
- Coastal settlement

- Versatile Soils definition
- Mana whenua Issues
- Industrial and Commercial Land
- Protection of Water Quality
- Water and Waste Water
- Transport and Infrastructure
- Sensitive Landscapes
- Plan Provisions and Integration
- Climate Change and Energy
- Specific Sites
- Implementation
- Mapping

9.0 Committee Findings on Key Themes

9.1 Theme: Consultation and rollout

- 9.1.1 Eight submissions expressed concern over a lack of consultation, four of these relating to consultation with Marae and Hapu.
- 9.1.2 While it is acknowledged that the timeframe for preparing such a significant strategy has been compressed, we are satisfied that adequate steps have been taken to ensure that a wide range of views and opinions have been considered. A Reference Stakeholders Group was formed and over one hundred other groups and organisations were directly invited to submit on three general scenarios and draft strategy, including all Marae in the study area. Three hui were held for mana whenua and informal consultation with the wider community also took place.
- 9.1.3 The current formal consultation process under the Local Government Act is another step in this process and there will be further opportunity for public and stakeholder input through the implementation and monitoring a review phases. This will include formal consultation under the RMA before the strategy recommendations are incorporated into the Regional Policy Statement and District Plans.

9.2 Theme: Strategy Assumptions and Review Processes

- 9.2.1 Eight submitters expressed concern that the growth projections are pessimistic and higher growth rates should be planned for or actively promoted. Some also questioned what the process would be if higher growth rates eventuate.
- 9.2.2 We note that promoting growth is beyond the scope of an urban development strategy as it more properly falls into the economic development arena. The strategy is therefore about how anticipated growth should be accommodated and provided for.
- 9.2.3 We are satisfied that the strategy has been developed using commonly applied methods and the growth assumptions are based on the best available data and are consistent with national trends. The demographic analysis in the Strategy is slightly higher than the Statistics New Zealand (SNZ) medium projection so is not unduly pessimistic in our view.
- 9.2.4 Growth rates will nevertheless be reviewed after every census and necessary adjustments made. In this respect the next census is in 2011 and SNZ projections will be available after 18 months or so, prior to the strategy taking effect.
- 9.2.5 Accordingly we **do not recommend amending the strategy assumptions and projections, but that the strategy be amended to better explain the process for reviewing the adequacy of the land needs in the event of significant household growth levels and/or changes in circumstances.**

9.3 Theme: Ageing Population and Retirement Assumptions.

- 9.3.1 Ten submissions were received relating to Ageing Population and the Retirement Sector, primarily focused on:
- Validity of the assumptions relating to an ageing population based on use of current and forecast demographic statistical data
 - Whether the needs of the retirement sector will actually be met based on what is proposed
 - Whether consultation with the older persons' sector has been adequate.
- 9.3.2 We reiterate that the strategy has been developed against a large number of global, national and local influences and current

demographic projections. This is the most robust method in setting base demographic assumptions from which to plan for. We accept however, that there is no absolute certainty in determining what the future may hold. Trends may change dramatically but it is more likely they will be gradual and detectable if the strategy is reviewed periodically.

- 9.3.3 We consider that the detail of what type of housing will be needed or possible in the future will be determined by the demand from those aged communities of the future. Well designed, more intensive living environments within established communities may provide exactly the type of living environments that retirees may seek in the future.
- 9.3.4 It is also for this reason that the strategy will undergo periodic review so that the demands of the future older person can best be met. If the market is not delivering, then the strategy will need to be adjusted.
- 9.3.5 We were also advised that retirement villages make up 12% of the accommodation supply for over 65's and that this is projected to increase to 15%. While that statistic provides some perspective, we do expect the proportion of over 65's in the population to increase. Accordingly we consider that within the implementation programme greater consideration should be provided as to how retirement village developments may be planned for within the Greenfield growth areas.
- 9.3.6 We note that the demands of older people have changed significantly over the last 30 years and are likely to continue to change over the next 30 years. The changing needs of the region's senior citizens and its ageing population have been thoroughly considered throughout the formal and informal consultation period. **We do however, consider it is important that this dialogue with the Positive Ageing Forum is continued throughout implementation and within the periodic reviews of the strategy.**

9.4 Theme: Strategy Monitoring and Adaptability

- 9.4.1 Six submitters commented on the need for a cohesive and collaborative approach to managing growth and a robust monitoring and review process for the implementation of the strategy.
- 9.4.2 The key approaches adopted (particularly the use of sound information) require that monitoring of the strategy take place. The data obtained through this process will be used, on an ongoing basis to assess key growth indicators, including uptake rates and land availability, migration in relation to growth rates and growth impact, rural residential subdivision and economic development implementation.
- 9.4.3 We consider having said that, the suggestion that the strategy itself be subject to formal review on a regular timetable (5 yearly) has considerable merit. Such a timeline would sit neatly with the cycle

followed by the NZ census of population and dwellings and the information this provides. **It may therefore be appropriate for the partner councils to formally commit to reviewing or at least updating the strategy on a five yearly basis.**

- 9.4.4 We also agree with the HPUDES TAG **further assessment and review of individual action priorities and timings needs to be conducted before any other formal strategy implementation actions are committed.**

9.5 Theme: Settlement Pattern, Selection Criteria and Urban Limits

- 9.5.1 Three expressly submissions supported the strategy direction and two submissions specifically supported the introduction of defined urban limits. Two others are concerned that such limits might be introduced too quickly and without sufficient information about their impact on growth.
- 9.5.2 In a similar vein two submissions questioned the process for the selection of the recommended growth areas.
- 9.5.3 The 'compact settlement pattern' proposes defined urban limits for Napier and Hastings. We consider that unless the boundary between rural and urban is clear at the outset, it can be difficult for Councils to manage, with any certainty, long term land use and infrastructure and its funding. It is important that council, developers and the community know which areas are for future development and when this is likely to occur.
- 9.5.4 Under the strategy, it is expected that urban limits, will be established and included within regional and territorial authority policy and regulatory documents formulated under the RMA 1991. There is therefore still time to consider the how/when of such limits when the strategy begins to manage urban growth on the Heretaunga Plains.
- 9.5.5 We were advised that the Hastings Greenfield choices were aimed at "rounding" or "squaring off the existing Hastings perimeter where:
- Soils are of lesser versatility or,
 - Productive capacity is compromised by:
 - Size and shape of land parcels that mitigates against productive use
 - Surrounding landuses and reverse sensitivity
 - Lack of water/poor drainage
 - Clear natural boundaries exist or
 - Logical urban edge greenbelts could be created.

- Greenbelts could provide opportunities for walking and cycling connections
- Sites can be serviced at reasonable cost and integrated with existing development.

9.5.6 **We think the strategy would be enhanced by making the site selection reasoning more transparent and this is recommended.**

9.6 Theme: Greenfield General

9.6.1 One submission suggested all the Hastings Greenfield development should be located in the Havelock Hills at higher densities and the flat lands earmarked for horticultural production. Another suggested extensive flat areas on the south side of the Hastings City and Havelock North for Greenfield development (700m²-1400m² sites), rural residential lots (0.5ha to 3ha) and industrial development.

9.6.2 We consider that accepting the first submission would conflict with the strategy principles relating to sustainability. The strategy strikes a balance between quality living environments, housing choice and affordability and achieving a balanced supply between Hastings, Havelock North and Napier with minimal impact on productive soils for housing. It also allows for a more even transition and is therefore more likely to gain community acceptance.

9.6.3 The second suggestion includes some of the areas already incorporated in the strategy, or sought to be included by other submitters, and these are discussed later in this report.

9.6.4 Virtually all of the remaining land identified by the submitter, in producing orchard or cropping. While some of it may already be in smaller titles, further fragmentation through rural residential use is unlikely to assist with the retention of productive potential. We further note even if some of this land were to be sacrificed for housing purposes, **rural residential** development would appear to us to be a very inefficient use of it. Development of the sacrificed land at higher densities would retain much more land in productive use.

9.6.5 We did however consider the **Murdoch Road West and Wall Road** options suggested due to the Southland drain providing a potential long term urban limit, but concluded they were not superior to the other areas identified in the strategy and would not be needed over the planning period on the growth projections. **They should however be discussed in the strategy as options that were considered, but are not required over the planning period.**

- 9.6.6 **We do not consider, except as recommended below, that the other areas suggested in the submission should be included in the strategy.**

9.7 Theme: Greenfield / Intensification

- 9.7.1 A number of submissions generally supported intensification but queried whether the intensification targets can be met within the timeframe suggested in the strategy. Two submissions also suggested Greenfield areas and coastal/rural towns could provide a contribution to the intensification targets through higher densities. There also appeared to be some confusion over the transitioning timeframe to achieve the targets.
- 9.7.2 The majority of submissions received on the preferred growth scenario for the sub-region preferred the 'compact settlement pattern' option. This scenario requires a significant level of intensification to take place, but the strategy aims to enable the sub-region to make a gradual shift (over a period of 35 years) from the current forms of development to a more intensified type as the Strategy is implemented. **Rather than aiming for 60% intensification over the period from 2015 to 2045, we have decided that transitioning from 45% at 2015 to 60% at the end of the period is a more realistic target.** This requires amendments to the tables allocating growth between greenfields, intensification and rural development to reflect a more gradual evolution of the housing stock and amenity controls.
- 9.7.3 In this respect it should be noted that the target remains a stretch target, as traditional intensification methods using infill subdivision necessarily have limits in supply and multi site will be needed. It should also be noted that the strategy does acknowledge the need to carefully monitor the intensification uptake to ensure the aspirational targets are met. If the market is not delivering, despite Council incentives and interventions then the strategy will need adjustment.
- 9.7.4 We also note that the strategy contains a number of specific actions which focus on the further work to evaluate the capacity if intensification is to succeed. As part of this, "ground truthing" of the physical capacity of the existing built environment to meet intensification targets will be undertaken prior to any specific references to the settlement pattern being given statutory effect in the RPS and District Plans.
- 9.7.5 **The strategy actions should be altered to recognise the need to complete the more detailed investigations on intensification capacity before any specific references to the proposed settlement pattern are included in the Regional Policy Statement and District Plans and this is recommended.**

- 9.7.6 One submission specifically questioned the Havelock North intensification targets. Without having undertaken the validation work discussed above, we consider that, on the surface of it, the Havelock North target seems very challenging given the relative youth of much of the housing stock and the topography.
- 9.7.7 Under the revised intensification targets referred to above, the Havelock allocation could be reduced in line with the reduced target for Hastings. There is however, no particular need for Havelock North to make up 32% of the Hastings supply of intensified development. **In that respect we consider that the Strategy should be amended to have a single intensification target for the entire Hastings, Flaxmere and Havelock North area** in the same way as the Strategy applies to the Napier Taradale/Greenmeadows urban area. The exact allocations can then be determined by the local Councils following on from detailed work.
- 9.7.8 **We also agree with the suggestion that new Greenfield sites allow pockets of denser development of up to 20-30 households per hectare.** This will help with market acceptance for redevelopment of existing lots and help reduce pressure for more Greenfield land. This may also be the case for the rural and coastal towns.

9.8 Theme: Residential Intensification

- 9.8.1 Twenty submissions were received expressing concern about the potential negative consequences of intensification. We acknowledge those concerns, noting that this came from both submitters opposed to the increased residential intensification under the strategy and those that supported the strategy. The latter recognised the greater benefits of increased residential intensification, provided that it is undertaken in a manner that protects general urban and resident amenity.
- 9.8.2 The committee agree that the strategy must be underpinned by less reliance on new greenfields land for residential housing growth and more on the intensification of existing urban areas. We also acknowledge that such intensification will need to be carefully managed to ensure positive outcomes. The point made by the District Health Board in presenting their Health Impact Assessment is noted, that residential intensification alone will not produce good outcomes. Intensification must be part of a package that ensures amenity levels and quality of life for residents is enhanced. They concluded that if this is done there will be overall health benefits for the community.

- 9.8.3 The officers' report covered in some detail the points raised in the individual submissions and how these matters will need to be addressed through the implementation of the strategy. Key points with regards to the implementation of increased residential intensification are however summarised as follows.
- 9.8.4 Intensification targets will not be met by traditional infill methods where individual lots are subdivided from the rear of an existing site. There will need to be a change in how intensification might be carried out. This will focus around a comprehensive set of design guidelines which councils will develop through their district plans. Intensification will take place across four different sectors:
1. Greenfield areas (new housing areas) will be required to achieve more houses per hectare and there may be higher density pockets within the development.
 2. Intensification of parts of the city through redevelopment of existing sites. This would take place around areas of high amenity such as parks/reserves and areas within walking distance of shopping centres and services. It also follows that parts of the urban area will not be targeted for intensification and indeed through district plan processes may have limitations in terms of residential intensification to protect existing character and amenity.
 3. Brownfield sites. These are large areas of land within the existing built area of the city where the use may change. An example of this is the redevelopment of the Flaxmere town centre or the former Napier hospital site. Such sites have the advantage of being able to be developed comprehensively which allows buildings to be designed in a manner that can increase density but maintain privacy between residential units. It also enables a more efficient use of space between and within residential units and a high standard of streetscape and public open spaces.
 4. There will also be an element of traditional infill development where 1 into 2 lots will occur. Higher amenity outcomes from such developments will however be sought.
- 9.8.5 The target level of intensification will not be achieved immediately but will be worked towards over the period. It is envisaged that higher level of intensification, compared to greenfields will not start occurring until around 2026. This allows councils to develop appropriate design guidelines for influencing intensive developments over the period. It is expected however, that the intensification that occurs in the period up

until 2026 will be of a higher amenity standard than the 'infill development' of the past.

- 9.8.6 The Key Approaches in the Strategy relating to urban design are equally relevant to infill or intensification through brownfields or redevelopment. Many of the suggestions made by the submitters have merit and are the types of matters that would be explored in the proposed 'Intensification Transition Plan' and 'Intensification Toolkit' referred to in the Strategy. Intensification will need to be predicated on achieving high levels of amenity and not reduced urban amenity that has often been the case with standard infill subdivisions to date.
- 9.8.7 **As a result of submissions received, changes have been made to the implementation section of the strategy to ensure a strong direction for high levels of amenity and design to be a prerequisite for intensification.**
- 9.8.8 Four submissions commented specifically on the need for greenbelts and openspace. We accept that there will be additional demand on reserves in intensification areas and this will need specific consideration during the implementation phases and will be particularly challenging in Hastings where there is an existing deficit.
- 9.8.9 Any acquisitions which reduce the existing housing stock will need to be made up elsewhere and this should be considered when determining the appropriate level of Greenfield allocation.
- 9.8.10 It is not proposed as part of the strategy that existing public open space will be built on for housing where there is a current deficiency, nor do we envisage large areas of existing housing being purchased for openspace. Some smaller areas may however, be purchased in strategic locations to improve accessibility. With an ageing population and intensification the focus may also need to turn to how the existing reserves and other public domain can be better accessed and more efficiently used.
- 9.8.11 Similarly, the need for new development areas to be provided with appropriate open space and cycleway and walkway linkages is implied in the strategy. **We consider that the strategy should be amended to make the need for openspace, cycleways and walkway linkages more explicit.**
- 9.8.12 In addition the need for greenbelts is specifically mentioned in the strategy, but it is not clear whether these are urban edge greenbelts or greenbelts of farmland. **We consider this should be clarified to require greenbelts with new greenfields developments to define the new urban edge created.**

- 9.8.13 Beyond this the strategy needs to remain high level, and other than acknowledging the issues and providing some general direction, these aspects can only be resolved through later detailed structure planning and reserves development processes.
- 9.8.14 Three submissions emphasised the importance of good urban design, sustainable building and high levels of aesthetic appeal in new development of redevelopment areas.
- 9.8.15 We note that the strategy in its current form would necessitate a new and more imaginative approach to Greenfield residential development by virtue of the higher densities promoted. In addition structure planning for all new developments is to include urban design considerations, in particular transportation (provision for public transport, walking and cycling connections).
- 9.8.16 **We do however, consider that the strategy, should give stronger direction to innovative and sustainable approaches by also referencing ‘Low Impact Urban Design and Development (LIUDD) principles.**
- 9.8.17 The Strategy itself does not however have any regulatory force to require more sustainable building practices or the use of solar energy, but provides a framework and direction which supports a more sustainable approach for future development.
- 9.9 *Theme: House and section affordability.*
- 9.9.1 Five submissions raised concerns that limiting greenfields land development could affect housing affordability. We note that the Strategy acknowledges housing affordability as an issue nationally and the relatively low income level in Hawke’s Bay makes this issue all the more important in the study area. There are however, few existing tools to deal with this within the framework, but the key approaches identified in the strategy are:
- *Ensuring the provision of wider housing choice by developing smaller homes and or apartments.*
 - *Actively promote the least expensive sites as well as encouraging a variety of different land sizes*
 - *Encourage central government to secure investment in the redevelopment of land and renewal of public housing.*

- 9.9.2 Further consideration will be given, in conjunction with central government agencies, to initiatives and programmes to develop affordable housing as signalled in the implementation actions. The settlement strategy must, at the outset, ensure supply is not unduly constrained leading to higher land prices, particularly if initiatives to stimulate intensification do not achieve the desired rate of development over time. Some limitations will however, be needed, if the loss of the productive soils of the Heretaunga Plains is to be avoided. We note that the transitioning approach should help balance protection of the soils, housing choice and affordability.
- 9.9.3 Ultimately if intensification increases housing costs beyond what the market will support, then the community good in protecting versatile soils and reducing fuel use and carbon emissions, may need to be reflected in either incentives to make intensification more affordable in some areas, or acceptance that the policy of protecting the soils involves excessive costs for the community and should be relaxed. This will however, require careful consideration and community consultation at the time. Adjustments must be ready to be made as necessary and this is an important part of the regular monitoring and review. **No change to the strategy is therefore recommended.**

9.10 Theme: Rural Settlement and Lifestyle

- 9.10.1 Nine submissions commented on the demand for rural residential and rural lifestyle developments and the preservation of rural land. The main points are briefly summarised as follows.
- 9.10.2 We note that the Strategy seeks to provide for residential choice but generally accepts the point that lifestyle development is less sustainable and therefore seeks that only 5% of residential growth occur in rural areas, at least from 2025 till the end of the strategy period in 2045. As well as the promoting the sustainable use of the soil resource this target has regard to the 'sustainable community and physical infrastructure' principle (particularly transportation) which is difficult to achieve with a dispersed population.
- 9.10.3 The remaining submissions support and oppose the level of rural residential development promoted in HPUDS. In terms of the Rural Lifestyle site option remaining available as a choice for residents in a controlled manner, the strategy does not take this option away in the short to medium term. In the long term however to achieve a target of only 5% of residential growth outside of urban and Greenfield areas the existing rural subdivision options would need to be tightened significantly.

- 9.10.4 The Strategy deliberately seeks to tighten 'non-urban residential' options, including rural lifestyle, to give impetus for residential intensification within existing urban areas to occur. As a significant shift in preferences will be required for this to occur, we have recommended that the Strategy be amended so that in the first 10 year period of the Strategy (up to 2025) 10% of residential dwelling growth (as opposed to 5%) will be allocated in non-urban areas reducing to 5% thereafter.
- 9.10.5 We acknowledge that as a consequence of the strategy there will be fewer options for new rural and rural residential development in the long term. We believe however that this itself does not detract from the lifestyle image of Hawke's Bay as there are many existing rural lifestyle site options and additional coastal residential options will become available as a result of the strategy. Further to this the compact settlement option sought through the strategy will place less development pressure on the rural landscapes of Hawke's Bay that currently help provide the lifestyle image.
- 9.10.6 One submitter was concerned that clustering of rural residential development may lead for demand for services and even more growth with potential for increased reverse sensitivity. We note the Strategy includes an Evaluation Matrix for residential development which includes the following outcome: '*Urban and rural residential growth is in clusters and nodes and not dispersed*'. This reference is not referring to rural residential development in particular, but rather to all forms of residential growth. In the long term the strategy provides little scope for any new or additional rural residential development clusters or nodes unrelated to any existing settlement. This being the case, the concerns are unlikely to eventuate.
- 9.10.7 Encouraging title amalgamations to increase the size and productive potential of land parcels is suggested in one submission. This is however beyond the scope of the Strategy which is focussed on urban development and how such development is best managed to avoid compromising the versatile soil resource.

9.11 Theme: Coastal Settlements General

- 9.11.1 Several submissions were concerned that the positive contributions that coastal residential growth can make to the region have not been addressed by the Strategy. In particular, a number of submissions requested further land for development, ranging from smaller individual parcels, to the entire coastal flat between Haumoana and Te Awanga and the hills behind and we return these specific sites later in the report.

- 9.11.2 We are reminded that the strategy is predicated on a sustainable development approach that avoids excessive dispersal of communities from major employment and business nodes and main population centres which would otherwise encourage increased travel and car dependency, fuel use and carbon emissions. Accordingly it seeks to provide some limited coastal location choice, building on existing coastal communities where servicing issues can be overcome and in areas free from natural hazards and sensitive natural areas and landscapes.
- 9.11.3 We also note that the draft Strategy acknowledges that there is an emergent coastal market, but that the biggest obstacle to development in these areas is utility servicing. Allowing more development to occur in suitable locations within the coastal areas of the region, could provide improved choice in the market in terms of location and house type and help ensure the viability services and facilities for existing communities with some growth potential within them.
- 9.11.4 We are mindful that the recommended changes to implementation of the preferred scenario mean that more Greenfield land will be required in the early years of the planning period for the HPUDS strategy as the region works towards increasing its level of intensification to the 60% target. Coastal areas could potentially help to supply some of the additional and delay/reduce the need to open up further Greenfield areas on the urban periphery that may be more suitable for primary production.
- 9.11.5 The most appropriate area for more growth in the coastal market is, in our view, the Te Awanga/Haumoana area, but we will return to this later in the report.
- 9.11.6 While there has been a small allocation of growth to Waimarama from the permanent household growth figure we note that the strategy is silent on the non-permanent holiday home market. Waipatiki is at its capacity now, but both the Waimarama and possibly the Waipuka settlements could provide for this if some of the servicing issues can be resolved, particularly around water supply. **Accordingly the potential for some holiday home development at Waimarama and Waipuka should be signalled in the strategy, but without making any additional allocation from the projected permanent household demand.**

- 9.11.7 References to preventing housing development at Ocean Beach in HPUDS through planning documents would create a conflict with existing HDC policies and plans which could form the basis of future plan changes under the RMA. To address this conflict and provide an explanation for future reference should that situation arise **the strategy should be amended to indicate that, notwithstanding the RMA merits of some development at Ocean Beach, the strategy does not seek to encourage or facilitate further housing development at Ocean Beach beyond the existing Waipuka settlement and no allocation of projected demand has been made for Ocean Beach.** Any new housing development would need to be justified by additional growth attracted by the development itself.
- 9.11.8 Finally one submission noted promoted increasing density in the coastal towns We are advised that the strategy considers new residential areas on the edge of existing coastal towns as Greenfield development and as such these areas would have a new density level of 15 dwellings / ha from 2015. This is higher than the current density levels applied to these areas.
- 9.12 Theme: Protection of soils
- 9.12.1 Four submissions brought to our attention confusion about versatile soils versus productive and unproductive soils.
- 9.12.2 A key guiding principle of HPUDS is to recognise versatile soils for productive purposes through minimising the need for urban development on such soils and providing for rural lifestyle development in other locations. The stated outcome of this principle is “versatile soils are not removed from primary production where there are feasible alternatives”. Implementation of HPUDS will involve a review of regional and district planning documents to ensure that future growth does not encroach on productive and versatile soils of the Heretaunga Plains where there are feasible alternatives. This is a defining issue to be resolved and accordingly we spend some time on the matter here.
- 9.12.3 Many submissions both written and verbal strongly supported this approach. At the same time some submissions expressed concern that ‘ring fencing’ the plains and protecting the soils at all costs would hinder the region unnecessarily. These were well summarised in the officers report and are not repeated here.
- 9.12.4 The officer’s report in response to these submissions notes that a range of terms have been used in the strategy with respect to describing the soils the strategy aims to protect. This term include versatile soils, versatile soils for productive purposes, productive soils and productive

land and identifies the need for consistent terminology and a clear definition.

- 9.12.5 We heard from submitters that the Heretaunga Plains uniqueness is a combination of fertility, climate and water and that is what gives it its versatility. We also heard about the need to take into account climate change and the possibility of new crop types being grown in this area. The submitters supported the protection of the soils' natural capital, but that the strategy needed to be flexible enough to allow development on poorer blocks of soil.
- 9.12.6 The submitters considered that there was a lack of guidance in the strategy for planners to determine what soils should be protected from development and that a simple matrix to guide planners is required and a need for a more comprehensive database on soil types. We were also advised that versatility should include whether the soils is able to be cultivated and that there had been enough experts looking at this issue over the last few years that could assist with a definition.
- 9.12.7 We refer back to the key principle which we find encapsulates the essence of what this Strategy is seeking to achieve in this area: Productive value of its soil and water resources are recognized and provided for and used sustainably. We see no need to alter the wording in any way.
- 9.12.8 **However, we do see the need for further clarity regarding the soil resource to be protected by the use of the word 'versatile'.**
- 9.12.9 We see that there are two parts to the discussion of protecting the productive value of the Heretaunga Plains soil resource;
1. one is in relation to the identifying of new Greenfield residential areas in this strategy which incorporates consideration of the soil's productive value at this point of time;
 2. the other is in relation to the consideration of other activities outside those areas which may arise through either private plan changes or resource consent applications in the future.
- 9.12.10 Firstly, in relation to the identification of Greenfield areas around Hastings and Havelock North, the selection criteria have been discussed earlier in the report, which included whether soils were of lesser versatility.

- 9.12.11 While important, the soil's versatility is just one of a number of criteria. While it may mean that in some greenfields areas, the productive value of the soil is lost, this is balanced by the consequential protection of the rest of the versatile soils as 'no go' areas for residential development. It therefore provides some control over developer-driven urban development, and is the primary means of implementing the strategic approach to the issue of protecting versatile soils from urban sprawl.
- 9.12.12 The second part of the discussion relates to the other types of activity that may be sought to be established on the Heretaunga Plains in the future. This is where it is important to be clear on what we are seeking to protect so that the region's development whether it be economic, social or cultural purposes, is not unduly hindered, and thus avoiding the 'protectionist' mentality some submitters fear.
- 9.12.13 The collation of information about the soil /climate/crop type potential and limitations is important from an economic development perspective and the regional council, along with the economic development agency can assist in that collation of information.
- 9.12.14 One submitter suggested that the top ten soils to be protected be identified, accepting that there will be pockets of soils with favourable microclimates that are highly productive that might not be safeguarded. This might be a simple and acceptable approach.
- 9.12.15 We accept the notion that the productive capacity of a soil can exist through the natural attributes of a soil's structure, fertility and the climate and that the productive capacity of a soil can be improved through human intervention such as drainage, fertilizers and irrigation. Indeed, the soils of the plains exist as a result of extensive drainage and flood control systems. However, given that as our base, we accept the general definition of a versatile soil as being one that can support a range of crop types with limited external inputs being required.
- 9.12.16 We are heartened by the willingness of people with relevant knowledge to work with the Councils to develop the criteria for assessing the overall productive value of the soil. We acknowledge that it is not just about the soil type, but a potentially complex combination of a number of factors. However we also acknowledge that to be useful in planning assessments, the application of the criteria must be reasonably simple.
- 9.12.17 However this Committee is not in a position to make such decisions at this time. This work needs to be undertaken as part of the preparation for the Regional Policy Statement which is to incorporate the essence of this Strategy. It is sufficient but nonetheless important in this Strategy **to set out some guiding principles surrounding the recognition**

and provision for the versatile soils of the Plains for productive purposes. These include:

- ***Versatile soils will be safeguarded in the long term interest of the region.***
- ***The proposed Greenfield areas for residential development promotes compact urban form and social connectedness, is consistent with sustainability principles and minimizes the permanent loss of versatile soils.***
- ***It is not in the long term interests of the region to allow other land uses to be established on versatile soils, even though primary sector economy may be low at the time.***
- ***There will be areas of soil where the microclimate and drainage conditions result in land with a poor producing capacity and these should be available for other land uses.***

9.12.18 We do note however that past planning decisions can mean that the ability to safeguard our productive soils is more complicated. For example the Whakatu industrial land is on some of these soils. It is already zoned for industrial use and significant investment has been made in infrastructure. To not use this infrastructure would not be an efficient use of resources. This is further discussed in the Industrial land section on this report.

9.12.19 We also note that Flaxmere is often referred to as an example of planning on land that was considered to be unproductive and yet now, these gravels support a premium export product. For the record, we do not consider the gravel soils to be 'versatile' and therefore do not presume to actively protect them through this urban development strategy. However this does not imply that urban development will be permitted over those soils - any future alternative land uses for the gravel soils will still need to meet the principles of the strategy such as sustainability.

9.13 Theme: Mana Whenua engagement, interests, marae based settlement, papakainga housing and Ocean Beach

9.13.1 Given the range of issues raised these are dealt with under separate headings as follows:

9.13.2 Consultation

9.13.2.1 Submissions have raised issue with the lack of consultation with marae and hapu groups on mana

whenua issues prior to the drafting of the HPUDS document. The Committee is sympathetic with these submitters, but recognises the difficulties in trying to consult with a broad range of groups whilst still ensuring the HPUDS document could be delivered in the set timeframes.

- 9.13.2.2 It is important to note that the Strategy makes a commitment to continuing consultation through the implementation phase of HPUDS. With regards to this and some of the specific action points relating to Maori, **the Committee hold a meeting between the Maori Committees of the Hawke's Bay Regional Council, Napier City Council and Hastings District Council to discuss ongoing consultation, and servicing of marae based and papakainga developments and protection of versatile soils.**

9.13.3 Population Recognition

- 9.13.3.1 Submissions queried whether adequate consideration and provision had been given to the changing Maori population and demographic profile.
- 9.13.3.2 Analysis of the Maori population shows there will be a marked increase in Maori aged over 65, similar to overall national trends and also significant growth in the 15 – 24 age group, going against national trends. This leads to significant growth issues including increased demand on kaumatua housing and housing affordability issues for first home buyers. Marae based settlements and papakainga housing projects are hoped to help alleviate some of these issues As referenced in section 5.21 (pages 106 – 108) of the Strategy.

9.13.4 Marae Based Settlements and Constraints on Maori Housing

- 9.13.4.1 The issues raised by submitters are valid in that HPUDS should not give preference of development to one marae settlement over another.
- 9.13.4.2 HPUDS has identified two marae (Bridge Pa and Omahu) for Marae Based Settlements. These sites have been identified where the potential for servicing might be more practically achieved from a physical and cost viewpoint.

Marae Based settlements have been identified as a way to provide housing for the growing Maori population close to local marae. It is important to note that this will not preclude development of other marae land or Maori owned land through the Papakainga section of the current Hastings District Plan.

- 9.13.4.3 The point raised in submissions is acknowledged that advancements are continually being made in the development of sustainable infrastructure and marae based settlements or papakainga developments may be an ideal situation to pilot these.
- 9.13.4.4 The issues raised by submitters are valid in that HPUDS should not give preference of development to one marae settlement over another. The issue remains that marae based settlements cannot occur without appropriate means of servicing. This is recognised by HPUDS, as stated on page 61 of the report “The identification of Bridge Pa and Omahu as Marae Based Settlements does not preclude development of other marae and Maori owned land, providing that they can independently meet the servicing requirements and the District Plan provisions”. **The Committee wishes to be clear that any future reticulated services provided to Bridge Pa, Omahu or any other marae or papakainga development would not be funded by the ratepayer.** As with other new residential development areas, service utility costs would either need to be recovered by development contributions or in some other way neutral to the ratepayer.
- 9.13.4.5 These services and the costs of providing them need to be considered as part of the overall development plan or structure plan, just as it would be required if a developer was looking at a residential proposal in one of the identified growth areas that are not serviced, such as Maraekakaho and Te Awanga.
- 9.13.4.6 We understand that Treaty settlements may provide hapu with financial resources needed to develop such housing and what this Strategy is seeking to do is ensure that there are no unnecessary planning barriers to prevent that.
- 9.13.4.7 We also note that the principle of the protection of versatile soils for productive purposes is also relevant to

the consideration of marae based and papakainga housing.

9.13.4.8 With regard to submissions relating to specific hapu the Committee notes that HPUDS recognises the Mana Whenua of all hapu within the boundaries of HPUDS, however the Strategy is too broad a document to identify specific hapu aspirations.

9.13.4.9 HPUDS does not propose to interfere with the premise of current District Plan provisions which enable papakainga housing on land held under the Te Ture Whenua Act. This land will remain available for papakainga development, which will be controlled through District Plan provisions. Ownership issues of the land itself cannot be controlled through HPUDS.

9.13.5 Papakainga

9.13.5.1 Concerns were raised about the understanding of what constitutes papakainga development. **We recommend that amendments are to be made to 'Provide for Papakainga and associated work, rest and play opportunities' to clarify that this concept relates more to marae complexes than to papakainga housing.**

9.13.5.2 Concerns were raised in submissions about the HPUDS strategy limiting dwellings in the non-urban zones to 400 over the next 30 years, or an average of 13 dwellings per year in non-urban zones. The HPUDS document does not separate Maori housing from this limitation, meaning that Maori housing would be competing against other rural housing projects as to whether development can or cannot occur.

9.13.5.3 This does not meet the key growth issues relating to the Maori population, and will not cater for the mana whenua aspirations of local hapu, therefore **marae based settlements and papakainga developments should be excluded from the restriction on non-urban dwellings of the overall HPUDS study. Instead papakainga housing should be regarded as reducing the demand/supply of housing development in the strategy allocated for Greenfields, Intensification and Rural development in the same proportions to**

recognise that papakainga residents likely be drawn from all three types of conventional housing markets.

9.13.5.4 The implication of Treaty settlement claims potentially leading to an increase of papakainga housing developments has been recognised in HPUDS. Treaty settlements will be continuously monitored for the effects on HPUDS and adjustments will be made where necessary.

9.13.6 Economic Opportunities

9.13.6.1 We advise Mana Whenua that the economic aspirations of Maori and Maori land holdings has been recognised in HPUDS, where there is an action to 'investigate provisions that would allow for an appropriate level of economic activity associated with marae settlements.'

9.13.7 HPUDS limiting development of Waipuka settlement at Ocean Beach

9.13.7.1 A number of submissions promoted some development of Maori owned land south of the Waipuka Stream.

9.13.7.2 HPUDS is limiting on all development on the northern side of the Waipuka Stream at Ocean Beach. The existing Maori settlement is recognised, and will not be unduly limited from mana whenua aspirations.

9.13.7.3 The Strategy under the heading 'Ocean Beach' in section 8.8.1 exempts the existing bach settlement from the direction that there should be no further growth. Furthermore, the existing papakainga provisions in the Hastings District Plan still allows for additional housing development on Maori land, providing servicing can be catered for. Papakainga developments can still be achieved at Ocean Beach provided these criteria can be met. **We recommend that the reference to Ocean Beach under the heading 'Areas Where there is No Provision for Growth' be amended to acknowledge the potential for papakainga south of the Waipuka Stream.**

9.13.8 Maori Relationship with surrounding Environment

9.13.8.1 It is recognised within HPUDS that Maori have a relationship with their natural environment as a whole. HPUDS as a whole seeks to protect land and air from inappropriate urban development and largely replicates mana whenua aspirations over the area subject to the Strategy. A specific reference to water has been made to recognise the importance water has as a food and drinking supply as well as recognising Maori ancestral connectedness.

9.14 Theme: Industrial and Commercial Land

- 9.14.1 One submission requested a more co-ordinated approach to requirements for industrial land suggesting that this issue needs to be addressed on a regional basis. Two others expressed concern that the strategy does not take a sufficiently long-term view, and that the proposed supply is insufficient, and there is an insufficient buffer provided in terms of vacant land. Another submitter requested that the assumptions regarding the demand for Commercial land be explained and further evidence be supplied to support them
- 9.14.2 We note that the demand for and supply of industrial land has been considered on a regional basis both in the preparation of this strategy and in the previous ones. The conclusion of these assessments has been that demand for industrial land far outweighs the current and immediately proposed supply.
- 9.14.3 Consistent with the advice provided by Logan Stone to HDC in the preparation of its Industrial Strategy, an allowance for vacant land has been included in the identified land requirements. This buffer is based on 30% of the total land supply for the next 10-15 years and this is expected to result in an enhanced availability and choice of industrial land at the beginning of the period. This reduces to around 20% at the end of the 35 year period, to account for and encourage industry rationalisation and more efficient site usage in order to reduce pressure for more productive land to be used for industrial purposes.
- 9.14.4 Councils have a fiscal responsibility to avoid having development open on too many fronts and over-providing for industrial land, or to unnecessarily raise landowner expectations and speculative property values. Industrial demand is difficult to anticipate and is based around uptake rates and existing studies. Predictions beyond a 20 year period are unlikely to be sufficiently reliable or beneficial for detailed land-use planning. The proposal is instead to make some broad predictions over the planning period, giving only general directions for future industrial growth over the period, while undertaking more detailed planning in ten year time blocks.

- 9.14.5 On this basis some areas would only be developed, if and when the existing and 10 years planned supply is projected to be exhausted within the following ten years. Uptake rates will be monitored and the supply assessed to periodically review whether and when more land is needed. **We consider that this is an appropriate approach and no changes to the strategy are recommended.** We do not accept, as one submitter suggested, that we should be planning for a 50 year supply.
- 9.14.6 Submissions were also made in respect of the proposed locations for industrial development. As with other specific sites for residential and coastal development we return to these on a case by case basis later in this report.
- 9.14.7 The strategy also identifies an anticipated theoretical demand for 35 hectares of commercial land in both Hastings and Napier over the life of the Strategy. We were advised that this is simply an extrapolation the floor space impact of the economic and employment growth in the Commercial Sector over the planning period based on existing employment/commercial floorspace ratios.
- 9.14.8 We consider it is important to note at this stage that the Commercial Sector is in this context an extremely broad sector including those service activities usually located in commercial and business zones. We are mindful that the requirements and preferences for the commercial sector have changed significantly over last two decades and are likely to continue to change over time as a result of social, commercial and technological changes.
- 9.14.9 The real total land area impact of that additional demand will depend on the extent to which the demand is met by the opportunity to utilise existing buildings (either a vacant space or an addition to), or the construction of separate new premises. The commercial business zones have in this respect been identified as those with the greatest potential for intensification. The Strategy direction is for the existing commercial zones to accommodate growth needs through redevelopment and intensification. However, it is proposed the demand for and supply of commercial land will continue to be monitored and reviewed over the life of the strategy.
- 9.14.10 Flexibility needs to be provided within the strategy for increased uptake of industrial or residential land to make up for any activities displaced by expanded commercial areas. **We consider the approach to the industrial land supply and the regular monitoring review of both commercial and residential growth and intensification provides**

sufficient flexibility and no change to the strategy is recommended.

9.14.11 A further aspect commented on by one of the submissions is the possibility of establishing a Business Park within the Airport Zone. At this stage it is understood that the proposal is only at the conceptual stage and has not been subject to a detailed feasibility analysis and therefore it is unclear as to whether the proposal will proceed or not.

9.14.12 **An explanation can however be added to 4.3.7 of HPUDS stating that:**

“There is a possibility that a Business Park may be developed within the Airport Zone at some stage in the future. However any such development would need to demonstrate that it is an appropriate form of development in that location, that all relevant infrastructural servicing issues can be resolved and all other potential effects are satisfactorily addressed as part of normal RMA processes.”

9.15 Theme: Protection of water quality

9.15.1 We heard from two submitters specifically reminding us of the importance of protecting the quality of the Heretaunga Plains Aquifer System, particularly in relation to the impact of land use activities in the Ngaruroro Catchment on the quality of the Ngaruroro River which recharges the aquifer system.

9.15.2 One submitter claimed that the Heretaunga Plains Aquifer system is already being contaminated. The clarification we sought from the regional council indicated that water quality trends from groundwater monitoring are not showing any exceedances of drinking water quality standards, nor any trends towards declining water quality at this time. But we acknowledge the time lag that can exist between observing impacts of land use on water quality.

9.15.3 We are very mindful of the importance of the Heretaunga Plains aquifer system to the economy and well being of the whole region and that land uses over the plains and in the recharge catchments do have the potential to impact on the groundwater quality on which we rely and perhaps take for granted. As the local councils, we must work together with the primary production and industry sectors to ensure that the risks of contamination from land uses on the plains are minimized as much as possible.

9.15.4 We have highlighted these issues in the Strategy by adding a new bullet point in the Growth Issues section of the Freshwater Implementation section 5.24.2 as follows:

The people and the economy of the Heretaunga Plains are reliant on the ongoing recharge of good quality water from the Ngaruroro River into the aquifer system and therefore the impacts of land uses in the Ngaruroro Catchment, while beyond the area of this Strategy, are integral to the outcomes of this Strategy.

- 9.15.5 We note that the first action point relating to the preparation of Integration catchment plans adequately addresses this issue.

9.16 Theme: Water and Wastewater

9.16.1 Water Supply

- 9.16.1.1 Four submitters raised matters of concern relating to water supply. We note that the Heretaunga Plains aquifer system is a significant groundwater resource, and is the main source of water for irrigation, industrial processing, and domestic supplies.
- 9.16.1.2 Background HPUDS reports on infrastructure and services concluded that “the aquifer has capacity to cope with additional demands from growth, but the quality of this does vary by location; HBRC has identified a number of water short areas which could limit ability for growth; Havelock North currently has a constrained water supply; growth above that previously planned for will require additional reticulation supply.”
- 9.16.1.3 Further location-specific investigations will be undertaken around the identified growth areas to ensure that the aquifer has capacity to cope with the additional demands from urban growth in defined areas.
- 9.16.1.4 HBRC has responsibilities under the RMA for the management of water quality and quantity and the collaborative approach adopted in developing the strategy is intended to ensure water allocation matters were taken into account when developing strategic-level settlement patterns.

9.16.2 Wastewater Management

- 9.16.2.1 One submitter called for the Councils to be innovative in future wastewater management and made a number of suggestions to recycle grey water. He also indicated that technology is available to treat wastewater to a high quality but expressed concerns over potential development at Maraekakaho and the impact on the quality of the Heretaunga Plains aquifer system.
- 9.16.2.2 When planning for growth, we acknowledge that it is also important to plan how the community will be serviced for wastewater.
- 9.16.2.3 The proposed greenfield areas around the edges of Hastings, Havelock North and Napier are proposed to be serviced through the extension of existing council infrastructure and paid for by land developers through development levies and similar mechanisms and ultimately the land owner through the land purchase price and annual rates. For these Greenfield areas, the councils are responsible for the long term maintenance, operation and strategic planning associated with the infrastructure.
- 9.16.2.4 Where growth is adjacent to settlements that are not serviced with Council owned and operated infrastructure, provision of such services is usually assessed as part of the structure plan. While we recognize that the regional council has responsibility for controlling the discharges into the environment, if we are signalling growth in these areas, then the long term sustainable management of domestic wastewater is a matter that this Committee should consider as part of this Strategy.
- 9.16.2.5 We are advised that there are a range of wastewater management system designs available to developers and that advances in treatment technology means the quality of the treated wastewater can be to a very high standard. Wastewater can be treated and disposed of on the property from which is generated, or collected, treated and disposed at a communal facility. We acknowledge that the quantity of wastewater can be reduced through recycling.

- 9.16.2.6 We are also advised that on-going management options include the individual owner having maintenance and operational responsibility, a third party or body corporate having responsibility for communal systems and councils having responsibility where they own the infrastructure.
- 9.16.2.7 We accept that each type of wastewater system and management option has its advantages and disadvantages and that a risk management approach is appropriate.
- 9.16.2.8 Whatever the system design or management option, it is the land owner who pays. In order to achieve sustainable infrastructure at reasonable costs, we believe that innovative options to the design and management of wastewater systems for these new areas should be explored, as well as innovative ways to pay for them,
- 9.16.2.9 We note that the Hawke's Bay Regional Council is reviewing its planning provisions associated with domestic wastewater discharges both from a strategic planning perspective and specific on-site discharge requirements. We strongly encourage all Councils to think collaboratively and innovatively to achieve long term sustainable wastewater management. **Having said that, we consider the strategy provides sufficient direction and recognition on this point and no changes to the strategy are recommended.**

9.17 Theme: Landscapes and Sensitive areas

- 9.17.1 A number of submissions were received concerning the protection of sensitive landscapes and sensitive areas or receiving environments.
- 9.17.2 We note that the HPUDS Strategy is a high level strategic document intended to guide future urban growth into appropriate areas where growth can be supported and sustained. One of the key approaches in the Strategy is that landscape character is actively considered during development planning and the settlement pattern promoted in the strategy itself we consider, avoids such areas.
- 9.17.3 We also note that there is a specific action in the strategy "To promote change to the RPS, regional plans and district plans" to ensure among other things, that existing landscape values are identified and understood and high value landscapes and key view paths are identified and protected. The determination of appropriate levels of protection for specific landscapes such as the Taradale Hills, Ahuriri Estuary, Ocean

Beach etc will however, be addressed through the Plan Review Process.

- 9.17.4 It would be inconsistent to add general rural localities to the list of specific no growth settlements as sought by one submitter, particularly as in the case of Te Mata Peak the lower slopes contains Rural Residential zoned land and is an important part of reducing pressure for Plains lifestyle or greenfields development.
- 9.17.5 We note that the strategy allocates just 5% of development to rural areas, which would necessitate a noticeable reduction in residential growth in rural areas generally including in the Te Mata and Tuki Tuki localities, as is recommended in the implementation section of the Strategy.
- 9.17.6 We also observe that particular parts of the Tuki Tuki valley area and Te Mata Peak, specifically referred to in submissions, have existing development controls exercised over them. Residential activities have however, permitted or controlled activity status and we consider that controls could potentially be strengthened in these areas. This can only be addressed through the District Plan. Similarly the submissions requesting that the worst effects of development be mitigated to protect the aesthetics of the region, i.e. enforce building profiles, height restrictions, colour separation or buffer distances between incompatible activities etc, are best addressed through district plans.

9.18 Theme: Transport Planning

- 9.18.1 A number of submissions raised the issue of transport planning to support the settlement pattern, including greater use of rail and the need to provide for cycling and walking facilities given the uncertainty about fuel availability and prices.
- 9.18.2 We observe that these comments are consistent with the key principle that community infrastructure is planned, sustainable and affordable and there are a number of actions described in section 5.31.4 of the Implementation Plan that are relevant to these comments.
- 9.18.3 At a broad level, the transport network impacts of the proposed settlement pattern as at 2046 have been reviewed and indicate that the pressure points are similar to those of the current settlement pattern. More detailed evaluations will take place as part of the Heretaunga Plains Transportation Study currently underway and this will inform the Regional Land Transport Strategy which is required to cover a 30 year period. **No change is therefore recommended to the strategy.**

9.19 Theme: Energy, and Infrastructure

- 9.19.1 Two energy generators submitted emphasising the need to adequately protect energy infrastructure and to ensure that infrastructure can be provided to developments in an appropriate manner. Another submitter supported electricity generated at a household level. We note that HPUDS does not prescribe how electricity will be generated to meet future growth demands. However we do recognise the importance of utility infrastructure.
- 9.19.2 We consider that the HPUDS' existing Growth Principles relating to infrastructure adequately enable continued provision of electricity and energy supplies in Hawke's Bay, but we **accept that discussion on Growth Issues could be improved by including references to all infrastructure being potentially impacted by reverse sensitivity issues – not just transport hubs and corridors.**

9.20 Theme: Business and Economic Development

- 9.20.1 One submitter sought the development of an economic strategy that does not solely rely on primary production, even in rural areas and the Heretaunga Plains in particular. We accept that diversification of the economic base and particularly primary production will be an important element of the region's economic growth in the future and that is consistent with the one of the key principles of this strategy. We note that the Hawke's Bay Regional Economic Development Strategy is to be reviewed in the 2010 -11 year
- 9.20.2 We are clear in our own minds that HPUDS is not an economic development strategy, nor a population growth strategy. We are however mindful the strategy should not hinder economic and population growth. The strategy does seek to provide commercial and industrial land in areas where infrastructure is available or can be efficiently provided. Whether some further economic opportunities can exist within the wider rural and plains zone alongside primary production is a matter for the District Plan reviews, but we are cognizant that the debate on this will go alongside the protection of versatile soils in the same way as it has for this urban development strategy. **Accordingly no change is recommended to the strategy.**

9.21 Theme: Climate change

- 9.21.1 Four submissions noted that peak oil and/or climate change needed to be factored in long term planning.

- 9.21.2 In this respect we note that the strategy has been developed against a large number of global, national and local influences, including climate change and peak oil/energy considerations. Implications of a changing climate on future urban growth have been assessed during strategy development.
- 9.21.3 Most of the effects of climate change will not be felt within the planning horizon of HPUDS, but long-term effects will nevertheless be potentially significant and have a bearing on all land use planning decisions made today. The risk of coastal inundation from coastal storms is not expected to increase appreciably over next 50 years and only limited development at Haumoana and Te Awanga is proposed in areas that avoid areas at risk.
- 9.21.4 We are satisfied that ongoing implementation actions of HPUDS will continue to ensure these influences impacts are considered when relevant in decision-making and **no change to the strategy is recommended.**

9.22 Theme: Sport and Recreation

- 9.22.1 One submitter requested more use of the word “sport” in the document. While we consider “Sport” is encompassed by “Recreation”, today’s sport is not restricted to recreational activities. Sport forms may be economic and tourism drivers through events or a professional occupation. **Sports facilities are important in providing for both recreational and economic benefits to the community and in this regard could be specifically referred to separately.**

9.23 Theme: Childhood Education

- 9.23.1 The Heretaunga Kindergarten Association requests the opportunity to be involved in consultation regarding the implementation of the Strategy through the Regional Policy Statement and District Plan review processes. These will shape the details of residential intensification areas and new growth areas, the residents of which kindergartens will be serving. **We simply commend the submission to the partner Councils and no change to the strategy is recommended.**

9.24 Theme: Plan provisions and regulations

- 9.24.1 Three submissions related to specific requests or comments on District Plan and Regulatory matters as follows:
- 9.24.2 Egg Production

- 9.24.2.1 One requested that specific provision be made in the strategy for locating “egg production” on rural sites within the Heretaunga Plains.

At this time egg production is a generally permitted activity within the rural areas of the Heretaunga Plains. The strategy is not likely to result in a change to the current approach and is not designed to deliver to this level of planning detail. Accordingly no change to the strategy is recommended.

9.24.3 Places of Assembly & Recreation Activities Permitted in Plains Zone

- 9.24.3.1 Two submitters highlight an inconsistency in the way Places of Assembly and Recreation Activities are dealt with in the two District Plans. These activities can establish as a permitted activity in the Plains Zone under the Hastings District Plan, while they are a discretionary activity under the Napier City Plan. We consider that the permitted activity status is not appropriate.

- 9.24.3.2 It is important that all planning documents are in alignment to provide both certainty and development direction. The Strategy includes a section on ‘Development and Integration of Plans and Policies’, which under ‘Growth Issues’ identifies: Inconsistencies between planning documents. There is a general action to achieve greater consistency in District and Regional Plans. This is one area that has been highlighted through these submissions and other planning processes for consideration under that action. **Accordingly no change to the strategy is recommended. We do however recommend that the Hastings District Council amend its District Plan so that Places of Assembly and Recreation activities no longer have permitted activity status in the Plains Zone.**

9.24.4 Constraints on Sustainable Approaches and Energy Savings

- 9.24.4.1 One submission expressed concern that the environmental sustainability component of the strategy may be difficult to implement in the existing regulatory environment and the threat of private plan changes to a settlement pattern based on sustainability principles.

9.24.4.2 We acknowledge the private plan change issue, but the proposed Strategy document will assist. In particular inserting the 'Urban Limit' concept into the Regional Policy statement will be major deterrent to private plan changes that challenge the underlying strategic approach.

9.24.4.3 With regard to encouraging sustainable activities and energy savings there are a number of references to this in the implementation component of the Strategy, but the challenge will be in the implementation to ensure that these things happen. The Strategy itself cannot require such actions under the prevailing national regulatory environment. **Accordingly no change to the strategy is recommended.**

9.25 Theme: Maraekakaho Rural Settlement

9.25.1 Regional Council officers' have raised concerns about growth being promoted in Maraekakaho due to the shortage of water in this area and have advised that the Ngaruroro River and the Maraekakaho Stream are currently fully allocated for water use. These concerns promulgated the submission on Maraekakaho from the HPU DS Technical Advisory Group.

9.25.2 In terms of water supply matters, the Regional Council does not have any concerns about an existing proposed 40 lot development providing that the owner can provide a sustainable water supply to the development, while complying with conditions of their existing water consent. This would necessitate alternative sources of water being provided if the development is to exceed 30 dwellings. The owner has determined that some 45 dwellings could be comfortably catered for by using the consented bore and allowing for some rainwater collections. He also noted that by using other sustainable practices such as grey water recycling, further additional dwellings could be provided.

9.25.3 We recognise that existing consent holders are linked to minimum flow restrictions and an increase in the number of domestic bores (which may occur as a result of development and which are allowed as of right) can have the potential to impact on river flows, and thus can potentially increase the consent holders risk of being restricted.

9.25.4 The draft strategy proposed a household allocation of 100 for this area. **The HPU DS Technical Advisory Group recommended a nominal reduction to 50 households for Maraekakaho Village. We accept**

that figure as reasonable given the water allocation issues in this area.

9.26 Specific Site Requests

9.26.1 Specific Sites: Tangoio Greenfield Area

9.26.1.1 As we discussed earlier there is an area of newly zoned Coastal Residential land at Tangoio capable of containing between 30 and 40 new dwellings (which are subject to floor area restrictions and design controls to protect the character of the coastal bach community). Subdivision and development is yet to occur. This was brought to our attention by the landowner through his submission.

9.26.1.2 The submission should therefore be allowed with **the assessment of Tangoio Beach 8.8.1 on page 167 being amended to reflect the current state together, with any consequential amendments.** As this is part of the current provision for residential development the Proposed Settlement Pattern beyond 2015 is unaffected by the recommended amendments.

9.26.2 Specific Sites: Clive / East Clive Development Area

9.26.2.1 One submission advocated for further development in the Clive/ East Clive area. This submission was verbally withdrawn as a result of the officer's report pointing out the current 50 year flood levels which affect the area. **On this basis it is recommended that the strategy remain without change.**

9.26.3 Specific Sites: Haumoana/Te Awanga

9.26.3.1 As we noted earlier under Coastal Communities generally, we received a number of submissions requesting further land for development in the stretch of coast from Haumoana to Te Awanga, ranging from smaller individual parcels, to the entire coastal flat between Haumoana and Te Awanga and the hills behind.

9.26.3.2 In the earlier discussion we noted that the strategy is predicated on a sustainable development approach that avoids excessive dispersal of communities from major employment and business nodes and main population centres which would otherwise encourage increased

travel and car dependency, fuel use and carbon emissions.

Accordingly we were not inclined to accept requests for very extensive development in this area, effectively creating a very large new community and satellite survey, albeit with some local tourism based employment opportunities.

- 9.26.3.3 We heard however, that since 2000, the Hastings Coastal Environment Strategy and the Low Density Strategy have identified the coastal settlements of Haumoana and Te Awanga and the hills surrounding these areas as having potential to accommodate some level of residential growth. In our earlier discussion we reached the view that it would be appropriate for the strategy to broadly identify the Te Awanga/Haumoana as a suitable settlement to expand and that provision for approximately 130 lots could be made away from significant coastal hazards.
- 9.26.3.4 We acknowledge that the location of these settlements may not at this time promote a reduction in the dependence of the motor vehicle, in the future, however, with the tourism potential of this area, and the increased ability to work from any location, greater local employment opportunities could emerge.
- 9.26.3.5 One submission requests that an area of land at East Road, Haumoana be included as an area suitable for residential growth in the final strategy. Part of the site identified is contiguous with the existing residential area on the corner of East Road and Clifton Road. It forms a natural extension of the existing residential area on land that is not suitable for intensive primary production and could contribute to the overall strategy by providing an alternative (perhaps more affordable) coastal residential option in this location. It could also provide an option for managed retreat if such a policy is adopted.
- 9.26.3.6 Another submitter requests that a range of specific sites around Te Awanga be included in the final strategy as areas suitable for residential growth and that the allocation of lots in Te Awanga increase from 30 to approximately 80 at a density of 5 dwellings / hectare.

- 9.26.3.7 The density proposed for Te Awanga under the HPUDS strategy is 15 dwellings / hectare which while higher than the current District Plan provisions for the area will fit with historical Te Awanga section sizes.

This density significantly differs to the 5 dwellings / hectare requested by the submitter. One of the fundamental principles of the strategy is to ensure a more compact living environment and as such a more efficient use of our land resources particularly on the edge of our existing settlements.

- 9.26.3.8 Another submitter requests the inclusion of land on the southern side of Parkhill Road be included in the strategy as a growth area. This land has been identified previously through the HUDS low density strategy. This land is subject to extensive earthquake fault hazards and the Hastings District Council has resolved previously not to rezone this land because of the cost involved in mitigating this hazard. New information only very recently to hand suggests these fault lines may have a very long return interval of movement.

- 9.26.3.9 This submitter also requests that the lower hill country off Gordon Road be identified as a suitable growth area for Te Awanga. This area may be suitable and should be considered further as part of a master planning process we discuss below.

- 9.26.3.10 Three other submitters have made suggestions, or believe there are several suitable options for new Greenfield subdivision areas in Te Awanga. We reiterate though, that we do not support more than limited growth in this area.

- 9.26.3.11 On this basis it may be more appropriate for HPUDS to broadly identify Te Awanga/Haumoana as suitable settlements to expand and **that provision for approximately 130 lots can be made away from significant coastal hazards. Careful consideration of the growth options for Te Awanga can then be undertaken as part of the implementation of HPUDS through a specific master planning process.**

- 9.26.3.12 This process should ensure that the best option for growth is ascertained taking into account the need to enhance tourism opportunities, to provide for alternative road access to the settlement and beyond to Clifton, to

replace existing community facilities and reserves and to provide the most appropriate and sustainable water and wastewater services.

9.26.4 Specific Sites: Arataki Greenfield Area

9.26.4.1 A number of submissions supported the inclusion of this area in draft strategy as notified. Due to a lack of water the sites have apparently not been cropped since the early 1970's when a water supply arrangement with an adjoining landowner ceased. The land is able to be serviced comparatively easily and cheaply.

9.26.4.2 We note that there may be timing and management issues in relation to the adjoining mushroom farm at the base of the terrace. These will need to be considered and addressed before development can proceed and this is acknowledged in the strategy.

9.26.5 Specific Sites: Brookvale Greenfield Area

9.26.5.1 One submitter sought the inclusion of his property in Brookvale Road together with other properties on the west side of Brookvale Road between Romanes Drive and Davidson Road. This area also adjoins the developed Arataki residential area.

9.26.5.2 Given the strategy growth assumptions, the inclusion of this block would need to substitute for Lane Road or Arataki extension if the intensification targets are to remain the same. We have formed the view that the block does not have superior attributes to the Arataki extension and the elevated hills above Iona Road provide variety and choice to the Havelock North Greenfield market.

9.26.5.3 While the area may have some limitations and the blocks relatively small, we observe that a large portion is currently in productive use and there is no pressing need to compromise this productive use within the strategy timeline. **Accordingly it is recommended that the land not be included for development at this time.**

9.26.6 Specific Sites: Havelock Hills Greenfield Area

9.26.6.1 One submission generally supports more rational use of finite soil resources as long as Iona/Lane Road area is

not developed too intensively. The location meets a number of the strategy principles in terms of housing choice, quality living environments and avoiding versatile soils.

The hilly nature of the area will limit densities to well below 15 households per hectare and specific consideration to density limits should be considered at the District Plan Review or Change time. **No amendment to the Strategy is recommended.**

9.26.7 Specific Sites: Te Aute / Gilpin / Iona Roads Greenfield Area

- 9.26.7.1 Three submissions sought the inclusion of this area in preference to the Arataki and Lane Road/Iona Road blocks. Considerable written and verbal submissions were made to us and we gave serious consideration to the area in our deliberations. Another submission however, promoted more intensive development of the hillier land as a means of reducing pressure for the flatter land. First we describe the Havelock North southern areas that are proposed in the Draft Strategy.
- 9.26.7.2 The strategy proposes urban development in the Iona Road/Lane Road area in two distinct but adjoining areas. The first is 38 ha of hill land above Iona Road between Endsleigh Road and Lane Road, and part of Margaret Ave.
- 9.26.7.3 The second block is a 7.4 ha triangular block defined Iona Road Gilpin Road and Middle Road and the existing undeveloped residential zoned boundary owned by Graeme Lowe and is zoned Plains, but only grazed.
- 9.26.7.4 In terms of promoting greater densities in these areas we note that the topography and existing rural residential development in the area means the theoretical capacity of 15 households per ha is not able to be achieved. We were advised however, that the area can sustain more intensive development than the 141 allocated under HPUDS if the intensification targets cannot be achieved for Havelock North. In our view this will provide a safety valve against potentially unrealistic intensification expectations for Havelock North, or higher growth rates.
- 9.26.7.5 Turning now to the Te Aute/Middle/Gilpin Road area promoted to us in submissions this involves again two adjoining blocks. The first is a narrow strip of land

between Te Aute Road and the Karamu Stream, which was the subject of a declined private plan change request in 2008.

The larger block shown on Maps 13 and 14 in the attachments, is some 55 ha of flat land, potentially yielding 825 household which would make a total of 900 households with the Te Aute Road site.

- 9.26.7.6 We were advised that the plan change for the smaller block was declined as it *“would result in a “finger” of urban development extending into a rural area beyond the Herehere Stream, which currently serves as a natural boundary to the urban area. The Plan Change would also create a significant 750 metre long extension to the rural/urban interface, which would be disproportionate to the 60 to 70 residential sites that would be developed.*
- 9.26.7.7 *The extension of the rural/urban interface caused by the requested plan change would create pressure for the residential development of the surrounding Plains Zoned land, involving some 67 hectares, without consideration of opportunities for an overall integrated development approach incorporating the plan change land and the existing Havelock North urban area. Therefore the requested plan change does not promote integrated planning or sound resource management practice.”*
- 9.26.7.8 Clearly the future of the block is tied to that of the Middle Road/Te Aute Road land and strategic endorsement of that through HPUDS. We were asked that if the “finger” could not be endorsed by the strategy on its own, it should be seen as the first stage in the long term development of the wider area in preference to the Arataki extension and Iona Middle Road areas identified in the Draft Strategy.
- 9.26.7.9 The area has traditionally been cropped and there are a few smaller producing orchards and grazed lifestyle lots. There are a number of producing orchards to the south west on similar Hastings and Te Awa soils.
- 9.26.7.10 If the Iona Road block was more intensively developed as described above the area as a whole would accommodate 1250 sites or 86% of the Hastings component for Greenfield development and 45% of the total growth for the Heretaunga Plains. We do not consider that this would not be considered sustainable in

the context of reducing travel demands, fossil fuel use and carbon emissions or provide sufficient choice in the market.

9.26.7.11 Having had the benefit of the officer's comments one of the submitters proffered an alternative whereby approximately half of the area would be identified for development, essentially squaring off the boundary with the current edge of urban development in Iona Road. Again we gave this serious consideration. We record that the proposals put to us were not without merit and under different circumstance we may have been inclined to a different conclusion to the one we now set out. We were drawn to the conclusion that, under current circumstances and growth assumptions, we could not support sacrificing the productive, even if marginal (as was put to us) of this area in preference to the Arataki and Iona Road areas for the following reasons:

1. The other greenfields areas have far less productive potential.
2. The existing zoned but undeveloped areas remain technically available and landowner aspirations can and do change over time.
3. The benefits of closer proximity to the village are considered marginal, being 1km from the village.
4. The higher costs of developing the elevated sites are likely to be supported by the premium attracted by the views available
5. The elevated sites provide greater choice and balance demand for these sites between the Taradale Hills and Havelock North.
6. The half block approach fails to provide a strong natural defensible urban boundary and would require, in our view, de-zoning existing zoned land in Iona/Middle Road.
7. The Strategy is not cast in stone and can be amended if circumstances change after each of the 5 yearly reviews or earlier if necessary.

9.26.7.12 **We therefore recommend that the Te Aute Road /Middle Road/Gilpin Road area not be identified for future urban development.**

9.26.7.13 It was however drawn to our attention by the officers that the description of this area in the draft strategy was in error and therefore confusing.

We take the opportunity to recommend the strategy be amended to discuss the consideration given to the Middle Road/Te Aute Road/Gilpin Road area separately from the Iona/Lane/Middle Road area.

9.26.8 Specific Sites: Howard Street / Havelock Road Greenfield Area

9.26.8.1 There were a number of submissions relating to this area. They essentially raised two issues; the first is whether the Howard Street area should be included in the proposed settlement pattern due to its soil characteristics and the second, as to where the boundary should lie if it is.

9.26.8.2 Dealing with the first issue we note that a number of submissions, while not referring directly to the Howard Street area, put forward the view that the productive nature of the Heretaunga Plains soil resource should **not** be protected at all costs. We agree that housing choice, quality living environments and balanced growth across the sub-region may require some compromise.

9.26.8.3 There seems to us that there is little point in protecting soils, which in terms of their physical characteristics may be technically versatile for intensive food production, if other conditions exist which mean they would be unlikely to be used for that purpose in the foreseeable future. This is particularly so where their development offers gains in terms of connectivity for walking and cycling, the provision of greenbelts and defensible urban edges to protect adjoining versatile soil resources and productive use.

9.26.8.4 The submissions from landowners in the area clearly demonstrated to us that the productive capacity of the soil resource has been compromised to such a degree that at least those parts of the area identified in the proposed settlement pattern are unlikely to ever be used for sustained intensive food production in the future.

- 9.26.8.5 We accept that devoid of existing development and land titles, this area would have high productive capacity similar to the land to the north and east. However, excluding Howard Street until a “natural capital” study has been completed as requested by one submitter would seem to us to be unnecessary.
- 9.26.8.6 Such an action would leave a large and unresolved gap in the strategy in terms of housing supply unless another area was identified. **It is not therefore recommended that the area be removed from the settlement pattern or be deferred.**
- 9.26.8.7 A number of the submissions seek that the boundary be set further to the east, in some cases as far as the Awahou Stream and Riverslea Drain. We accept that there is some logic in extending the squaring off as far as number 214 Havelock Road (opposite where the Awahou re-emerges from the piped section under Havelock Road, together with a strong greenbelt in public ownership. This will connect with the eastern limit of existing urban development in Howard Street. **We therefore recommend extending the area as far as the Awahou crossing underneath Havelock Road.**
- 9.26.8.8 While the Awahou Drain may be an alternative eastern boundary, extending development along Howard Street east of the existing development opens up the prospect of pressure to develop further north to the Riverslea Drain and the developing retirement village. This would involve versatile soils and producing orchards. It would open up a much larger area of land than is needed under the current growth assumptions. We do consider in these circumstances that this larger area should substitute for the other areas identified for growth in the strategy where there are stronger boundaries with more limited productive use, or, in the case of Lyndhurst Road discussed below, where there is a pressing need to establish a strong urban edge and greenbelt. We further note that much of the area is projected to be inundated in a 50 year storm event. **Accordingly we do recommend providing for further development eastwards to the open Awahou Stream.**
- 9.26.9 Specific Sites: Riverslea Road Greenfield Area

9.26.9.1 One submission sought the inclusion of an isolated property on the eastern side of Riverslea Road opposite the proposed Murdoch Road East settlement area. It is a narrow rectangular parcel of land approximately 0.8ha in area. The property could only be considered for development as part of a larger area, however there are no natural boundaries except roads, which would encompass some 20 Ha, most of it in producing orchards.

Accordingly we do recommend amending the strategy to include this land for future urban development.

9.26.10 Specific Sites: Irongate / York Road Area

9.26.10.1 One submission questioned the economic viability of developing the Irongate/York land at the present time. This is not because the cost to develop the land is higher than anywhere else, but more to do with market perception and the current state of the economy.

9.26.10.2 Given the need for affordable housing choices we consider some cheaper land for new housing development should stay in the mix and it may be that government agencies could have a role in stimulating the market in this location. In that respect it is noted that new houses have been built recently. **Accordingly we do not consider the Irongate/York proposed new urban development area should be removed for the settlement pattern.**

9.26.11 Specific Sites: Lyndhurst Greenfield Area

9.26.11.1 Three submissions questioned whether the Lyndhurst Road area should be included in the proposed settlement pattern due to its soil characteristics. Another submission seeks that their land to the rear of the Lyndhurst Road area and fronting Pakowhai Road be included.

9.26.11.2 As we commented earlier, a number of submissions, while not referring directly to the Lyndhurst Road area, put forward the view that the productive nature of the Heretaunga Plains soil resource should not be protected at all costs. We do not propose to repeat that discussion.

9.26.11.3 In our view the Lyndhurst Road area is one of the clearer examples of where the lack of a defensible urban edge in the past has already led to creeping urbanism. We were

advised that the Lyndhurst proposal is aimed at rationalising land use in this area to create just such an edge and to signal strongly, in terms of a buffer reserve in public ownership, that further development out to Evenden Road will not be permitted. We discussed this at length, concluding that controlling access through to the land further east, by way of a Council owned greenbelt obtained as part of the development, would be more effective in the long term than attempting to hold the current ill-defined line through policy and regulation.

9.26.11.4 We therefore concur that the Lyndhurst Road proposal is a key part of establishing that clearly identifiable urban limit or greenbelt in this area. We are concerned that ignoring the existing situation would be to invite future development proposals to punch through the existing semi-urbanised environment to the more productive lands behind. This could potentially set the scene for the urbanising of all the land through to Evenden Road. The green belt is a vital component to this proposal and we would not be comfortable in confirming the area without it and in our view that green belt should ideally continue through to Pakowhai Road adjacent to the retirement village.

9.26.11.5 We have already seen that potential for that “punching through” effect to occur with another submission to include a producing orchard with frontage to Pakowhai Road and adjoining the proposed Lyndhurst Road area boundary and green belt. The submitters request the inclusion of their land on the basis that semi-urban activities have spread along Pakowhai Road as well as along Lyndhurst Road and the Lindisfarne playing fields to the rear. This submission simply highlights the difficulties created by creeping urbanism on an unplanned site by site basis as has already occurred along Pakowhai Road and Lyndhurst Road. The Lyndhurst Road proposal seeks to rationalise and tidy up that situation and avoid pressure on more productive areas.

9.26.11.6 That outcome is more difficult to achieve for Pakowhai Road fronting sites and we do not consider the resolution to that in this case is to sacrifice the producing orchard for urban development. HPUDS cannot resolve that short of proposing full urban development along Pakowhai Road which is not recommended.

9.26.11.7 Accordingly we recommend that the Lyndhurst Road proposed new development area remain in the Strategy without change and the Pakowhai Road site requested by a submitter not be included.

9.26.12 Specific Sites: Kaiapo Road Area

9.26.12.1 A number of submitters requested the full inclusion of the Kaiapo Road Area in the proposed settlement pattern. One submission opposes the inclusion of the area due to the nature of the soils.

9.26.12.2 This area had previously been identified in the Low Density Residential Strategy as an area for large lot development. The Draft Strategy identifies it as contingency area against higher growth rates or the inability to develop the other recommended areas.

9.26.12.3 We do not agree with the Draft Strategy description that there are no obvious boundaries to the area. The Upper Southland Drain and the existing urban development along Maraekakaho Road and the Expressway are clear boundaries. The area is large at 54ha, but we are advised that the flood potential and drainage characteristics of portions of this area may prevent the intensive residential development of this land.

9.26.12.4 Additional investigations are required to determine the full extent of the drainage restrictions, the options available and the most appropriate residential density. However, the presence of drainage limitations within this area also creates considerable opportunities in terms of the Strategy's desire to create "Quality Living Environments with High Levels of Amenity and Thriving Communities" as it is likely to result in there being a range of densities and openspace with walking and cycling linkages.

9.26.12.5 With the easing of the intensification targets recommended above, some further greenfields options are likely to be required. In our view the Kaiapo Road "contingency option" should be included in the settlement pattern as standalone area to accommodate the resultant shortfall. We do not in any event support the identification of "contingency sites" as discussed earlier. All the sites canvassed and found not to be required over the planning period should be up for re-examination, if upon regular monitoring and review, further greenfields land is required.

9.26.12.6 We accept that devoid of existing development and land titles, this area would have high productive capacity. However against the above realities, deferring a decision on whether to include the area into the strategy until a “natural capital” study has seems unnecessary and would lead to continuing uncertainty for the landowners and the community.

9.26.12.7 The Kaiapo Area is therefore recommended for inclusion for future urban development.

9.26.13 Specific Sites: Oak Road Development Area

9.26.13.1 One submission requested the inclusion of an area of land for urban development in Oak Road Napier. We are advised that the area does not form part of any land previously identified within Councils Urban Growth Strategies as suitable for residential use. It is noted that the land in question is in the middle of a Rural Residential Zone and would not in isolation provide a logical extension to the existing urban boundary. **Accordingly we do not recommend this area for inclusion as a future urban development area.**

9.26.14 Specific Sites: Golf Course Development

9.26.14.1 One submission seeks to have the part of the Hastings Golf Club site identified for future urban development.

9.26.14.2 The 18ha of land currently grows pine trees and is on less versatile soil compared to other areas of the Plains Zone,

9.26.14.3 While we acknowledged that there could be tourism and economic benefits resulting from the development of the Golf Club’s land, the development would be dependent on motor vehicles for access to shops and services and is not therefore sustainable in terms of infrastructure. For this reason we do not think it would support the compact development scenario.

9.26.14.4 We consider that extending the urban limits to include this land is inappropriate, as even if it is considered the site is of less versatile soil there is intensive horticulture and viticulture between the site and the closest urban boundary being Flaxmere. It would therefore form an isolated and disconnected island of residential development.

9.26.14.5 There are also horticultural and agricultural activities which bound the site to the east which could be compromised and the reverse sensitivity issues relating to residential development in the locality of this site which we consider would be difficult to resolve (including that with the Bridge Pa Aerodrome).

9.26.14.6 The Golf Club land requested for inclusion is not therefore recommended.

9.26.15 Specific Sites: Eriksen Road Development Area

9.26.15.1 The submission supports the Strategy and so **no amendment to the strategy is required.**

9.26.16 Specific Sites: Industrial Land Allocation

9.26.16.1 One submitter requested that their property at Awatoto be identified for industrial development.

9.26.16.2 We were advised that consideration has been previously given to rezoning additional land adjacent to the Awatoto Industrial Zone from Main Rural to Main Industrial. We were also advised that significant infrastructural services would be required to service any such development.

9.26.16.3 Future expansion of the Awatoto Industrial Zone is theoretically possible within the time frame of the HPUDS strategy provided the significant infrastructural issues are resolved. These include major road upgrading is undertaken, including a road link between Awatoto and the Meeanee Overpass and Hawke's Bay Expressway, flooding and stormwater issues.

9.26.16.4 We consider that the strategy should be **amended to reflect the situation whereby further industrial development at Awatoto is possible in the future providing infrastructural issues are resolved.**

9.26.17 Specific Sites: Tomoana / Whakatu Industrial

9.26.17.1 Two submitters have requested that the 60ha of land identified for 'wet' for industry at Tomoana / Whakatu removed from the proposed settlement pattern, due to the versatile nature of the soils located there.

9.26.17.2 We consider the protection of versatile soils is a very important aim of the strategy and that generally a 'hard line has been taken in respect of residential and commercial activity. We are concerned however, that failing to provide sufficient land for this industry could undermine the principle of "A Growing and Resilient Economy which Promotes Opportunities to Live, Work, Invest, and Play".

9.26.17.3 We are conscious that the potential for the further development of wet industry in Napier is constrained.

Hastings' capacity to provide for wet industry is largely reliant upon the capacity of its Trade Waste Sewers and there only limited capacity in the trade waste sewer in Omahu Road area. No trade waste sewer is to be provided at Irongate. Three trade waster sewers service the Whakatu / Tomoana areas and there is considerable capacity for these to be further utilised.

9.26.17.4 The Tomoana / Whakatu Corridor is considered the only suitable area in Hastings for the expansion of wet industry. While we do anticipate some of the anticipated demand for 'wet' industrial land will be able to be met through redevelopment and intensification in the existing Napier, Whakatu, Tomoana and Omahu Road zones, we are not convinced it will be enough in the long term.

9.26.17.5 Having said that, it is important to note:

1. That the assessments of the demand for additional industrial land within the Strategy have been based upon historical uptake rates, which may or may not continue into the future
2. That Councils have a fiscal responsibility to avoid having development open on too many fronts and over-providing for industrial land; and
3. That the actual amount of land rezoned / developed within the sub-region will be tied to the monitoring of uptake rates and anticipated demand.

9.26.17.6 Accordingly the implementation of this area is not proposed until the existing Whakatu zone has been taken up. According to a recent survey this area still has approximately 60ha of vacant land available for development, so a determination regarding the actual need for this area is some time off.

9.26.17.7 We are not therefore minded to remove the Tomoana/Whakatu area from the strategy, but note it will only be made available on an, if and when required basis.

9.27 Theme: Implementation

9.27.1 One submission, while being very supportive of the draft strategy is concerned that the concepts and principles may carry over into the rural sector without specific consideration.

We note that **it is not intended that concepts or principles for an urban development and settlement strategy will have unconsidered application in the rural environment and a statement to that effect could be made in the strategy.**

9.27.2 Two submissions expressed general support and outline ideas for more sustainable building development which can be further considered during strategy implementation. One however noted “Young people and the elderly need to be involved in the HPUDS consultation, so far that does not appear to be the case”. While some groups representing elderly interests were consulted as part of the process, young people specifically were not.

9.27.3 **During the implementation phases it may be appropriate for specific consultation and representation for elderly and young people on stakeholder groups.**

9.28 Theme: Settlement Pattern Map

9.28.1 Three submissions requested that more detailed maps be included in the strategy.

9.28.2 The map included in the strategy was designed for the purposes of general public consultation and for this reason it is of a scale that encompasses the wider settlement area. The scale of the maps is such that it provides the general public with an understanding as to the areas for growth consideration, but does not go down to the cadastral boundary level.

9.28.3 More detailed maps were available to specific landowners on a “by request” basis. These maps were clearly marked with the caveat “Indicative Greenfield – for determining indicative housing yield only, not necessarily indicative of future zones if proceeded with via Plan Change”.

9.28.4 We consider that **an intermediate level settlement pattern overview map of the proposed areas to cater for growth needs to be incorporated into the Strategy.** This map will be more detailed,

providing greater detail than the current map in section 4.3. Exact zone boundaries will however need to await detailed structure planning.