



Proposed Hastings District Plan

**Proposed Variation 3: Howard Street
Urban Development Area**

Section 32 Summary Evaluation Report

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Section 32 Summary Evaluation Report



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1 Introduction

1.1 Purpose of this Report

This report presents the summary evaluation of proposed Variation 3 to the Proposed Hastings District Plan (Proposed Plan), in accordance with Section 32 of the Resource Management Act 1991 (RMA).

Proposed Variation 3 seeks to rezone a new greenfield growth area on the eastern outskirts of Hastings City for residential development, and inserts an accompanying structure plan into the Proposed Plan.

This report is required to accompany proposed Variation 3 at the time of public notification under Schedule 1 of the RMA.

1.2 Outline of Proposed Variation 3 to the Proposed Hastings District Plan

Proposed Variation 3 sets out to rezone a greenfield growth area identified in the Hawke's Bay Regional Policy Statement (RPS) and Heretaunga Plains Urban Development Strategy (HPUDS) for urban residential purposes in the Proposed Hastings District Plan (Proposed Plan).

In summary, the proposed variation involves:

- i) Rezoning approximately 21.2 hectares of land between Howard Street and Havelock Road, on the eastern fringe of Hastings City, from 'Plains Production Zone' to 'Hastings General Residential Zone' (including the Parkvale School site – 1.8 hectares);
- ii) inserting an accompanying Structure Plan and structure plan provisions for the area into the Proposed Plan;
- iii) consequential amendments to the Proposed Plan.

2 Section 32 Evaluation Requirements

Clause 5(1) of Schedule 1 of the RMA, requires preparation of an evaluation report for any proposed plan (including any proposed variation to a proposed plan) in accordance with section 32, and for Council's to have particular regard to that report when deciding whether to proceed with the statement or plan.

Section 32 evaluations effectively 'tell the story' of what is proposed and the reasoning behind it. The Section 32 evaluation aims to communicate the thinking behind the proposal to the community and to decision-makers. The evaluation also provides a record for future reference of the process, including the methods, technical studies, and consultation that underpin it, including the assumptions and risks.¹

An evaluation report is required to examine both:

- the extent to which the objectives of the proposal are the most appropriate way to achieve the purpose of the RMA (s32(1)(a)); and
- whether the provisions in the proposal are the most appropriate way in which to achieve the objectives in terms of their efficiency and effectiveness by identifying other reasonably practicable options for achieving the objectives; assessing the efficiency and effectiveness of the provisions in achieving the objectives; and summarizing the reasons for deciding on the provisions (s32(1)(b)).

¹ Ministry for the Environment. 2014. *A guide to section 32 of the Resource Management Act: Incorporating changes as a result of the Resource Management Amendment Act 2013*. Wellington: Ministry for the Environment.

The evaluation report must contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal (s32(1)(c)).

Such an evaluation must take into account:

- the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment that are anticipated to be provided or reduced (s32(2)(a)) and, if practicable, quantify them (s32(2)(b)); and
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions (s32(2)(c)).

In this case, proposed Variation 3 (the proposal) does not, of itself, contain or state 'objectives'. Therefore, pursuant to section 32(6), 'objectives' in this setting relate to 'the purpose of the proposal', which is:

Purpose of the Proposal:

To make additional land available for 'greenfield' housing development in the Howard Street area of Hastings City.

Similarly, the 'provisions' to be evaluated are essentially:

Provisions: i) *the Howard Street Structure Plan provisions; and*
ii) *the Hastings General Residential Zone and Subdivision & Land Development provisions that will be applied to the Howard Street area.*

The first part of the evaluation therefore has to address:

- *'Whether making additional land available for 'greenfield' housing development in the Howard Street area of Hastings City is the most appropriate way to achieve the purpose of the RMA'.*

Secondly, in evaluating the provisions of the proposal in terms of efficiency and effectiveness, the evaluation has to address:

- *'Whether the Howard Street Structure Plan provisions, and the adoption of the Hastings General Residential Zone and Subdivision & Land Development provisions, are the most appropriate way to make additional land available for 'greenfield' housing development in the Howard Street area of Hastings City'.*

The following evaluation fulfils Council's statutory obligations under Clause 5(1) of Schedule 1 of the RMA, in accordance with section 32, for proposed Variation 3 to the Proposed Plan.

3 Statutory Basis for Addressing Long Term Land-Use & Infrastructure Issues in the District Plan

In terms of managing long-term land use associated with urban growth and associated strategic infrastructure, Section 74 of the RMA outlines the requirements for District Councils in terms of the preparation of, and any change to, their district plan in accordance with their functions under section 31 and the provisions of Part 2 of the RMA.

3.1 Part 2 (Purpose & Principles) of the RMA

Managing the provision for long term land-use and infrastructure aligns closely with the purpose of the RMA, which is *‘the sustainable management of natural and physical resources’*. Section 5 of the RMA defines ‘sustainable management’ as:

“managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural wellbeing, and for their health and safety, while:

- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations;*
 - (b) Safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*
 - (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.”*
-

Proposed Variation 3 directly relates to providing for the long term provision of land for urban growth in the Hastings District. Part 2 requires that this occurs in a way and at a rate which enables people and communities to provide for their social, economic and cultural wellbeing, and meeting the reasonably foreseeable needs of future generations; safeguarding the life-supporting capacity of air, water, soil and ecosystems; and addressing adverse effects on the environment.

Section 7 identifies other matters requiring particular regard. Of particular relevance are:

-
- b) the efficient use and development of natural and physical resources;*
 - ba) the efficiency of the end use of energy;*
 - c) the maintenance and enhancement of amenity values;*
 - f) maintenance and enhancement of the quality of the environment;*
 - g) any finite characteristics of natural and physical resources;*
 - i) the effects of climate change.*
-

The land concerned has largely been identified through the Heretaunga Plains Urban Development Strategy (HPUDS) process and subsequently in the Hawke’s Bay Regional Policy Statement (RPS), as an Appropriate Greenfield Residential Development Area. This indicates suitability in terms of efficient use and development of the land resource, maintaining and enhancing amenity values and the quality of the environment, and any finite characteristics of resources, and having taken into account the end use of energy and the effects of climate change. The relationship of this proposed variation to the Proposed Plan to HPUDS and the RPS, is further addressed in the following sections of this report.

3.2 Part 4 (Functions, Powers & Duties) of the RMA

The particular statutory functions of the District Council in giving effect to the Act as contained in section 31 of the Resource Management Act 1991 also provide a clear mandate for addressing long term provision for urban growth and provision of associated strategic infrastructure issues in a District Plan.

In particular:

-
- “(1)(a) *the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
- (b) *the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—*
- (i) *the avoidance or mitigation of natural hazards; and*
- ...
- (iia) *the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:*
- ...
- (d) *the control of the emission of noise and the mitigation of the effects of noise:*
- (e) *the control of any actual or potential effects of activities in relation to the surface water in rivers and lakes:*
- (2) *the methods used to carry out any functions under subsection (1) may include the control of subdivision.”*
-

Proposed Variation 3 expressly seeks to establish and implement plan provisions to achieve integrated management of the effects of a new urban development area in the Hastings District. Existing zone and district wide rules and standards in the Proposed Plan (and proposed amendments to provisions in the proposed variation) provide the mechanism for controlling any actual or potential effects of the subdivision, use and development of new urban development areas within the District.

3.3 Hawke’s Bay Regional Policy Statement

In addition, Section 75 of the RMA states that a district plan ‘*must give effect to*’ any regional policy statement (RPS).

Of particular relevance in terms of long term provision for urban growth and strategic infrastructure, the Hawke’s Bay Regional Policy Statement dedicates a whole chapter to issues, objectives, policies, methods and anticipated environmental results for urban development and the strategic integration of infrastructure across the Region, and particularly within the Heretaunga Plains, titled ‘*Managing the Built Environment*’ (Chapter 3.1B of the RPS).

This includes planned provision for urban development and integration of land use with significant infrastructure. Of particular relevance, the RPS places priority on:

- establishing a compact and strongly connected urban form (OBJ UD1);
- intensification of residential areas (OBJ UD2);
- planned provision for urban development in a planned and staged manner, and integrated with the provision of strategic and other infrastructure (OBJ UD4 & OBJ UD5);
- retention of the versatile land of the Heretaunga Plains, efficient utilization of existing infrastructure and planned infrastructure (POL UD1);
- the establishment of urban limits and criteria for determining future residential greenfield growth areas (POL UD4.1 & POL UD4.2);
- identification of areas appropriate and inappropriate for residential greenfield growth areas in the Heretaunga Plains Sub-Region (POL UD4.3 & POL UD4.4);
- provision for papakainga and marae-based development (POL UD6.1 & POL UD6.2);
- achieving minimum net densities within greenfield growth areas (POL UD8);
- providing for sequencing/staged release of new greenfield growth areas (POL UD9.1 & POL UD9.2);

- requirement for comprehensive structure plans for any new greenfield growth areas (POL UD10.1, POL UD10.2, POL UD10.3, POL UD10.4 & POL UD11); and
- having regard to various matters when preparing or assessing any rezoning, structure plans or other provisions for the development of urban activities (POL UD12).

Relevant Anticipated Environment Results in the RPS include:

<i>AER UD1</i>	<i>Availability of sufficient land to accommodate population and household growth, as and where required, while retaining versatile land for existing and foreseeable future primary production.</i>
<i>AER UD2</i>	<i>Balanced supply of affordable residential housing and locational choice in the Heretaunga Plains subregion.</i>
<i>AER UD3</i>	<i>More compact, well-designed and strongly connected urban areas.</i>
<i>AER UD4</i>	<i>Napier and Hastings retained as the primary urban centres for the Heretaunga Plains sub-region.</i>
<i>AER UD5</i>	<i>Encroachment of urban activities (residential, commercial, industrial) onto the versatile land of the Heretaunga Plains is confined to defined greenfield growth areas within specified urban limits.</i>
<i>AER UD6</i>	<i>The retention, as far as is reasonably practicable, of the versatile land of the Heretaunga Plains for existing and foreseeable future primary production.</i>
<i>AER UD7</i>	<i>Efficient utilisation of existing infrastructure.</i>
<i>AER UD8</i>	<i>Efficient utilisation of infrastructure which has already been planned and committed to by a Local Authority (e.g. by funding) but not yet constructed.</i>
<i>AER UD9</i>	<i>Increased use of public transport and active transport modes (cycling, walking), reduced dependency on the private motor vehicle and reduced energy use.</i>
<i>AER UD10</i>	<i>Planned provision for, and protection of, infrastructure to support existing development and anticipated urban growth in defined growth areas.</i>
<i>AER UD11</i>	<i>Urban activities and urban development maintains groundwater and surface water quality and habitat health.</i>
<i>AER UD12</i>	<i>Urban development is avoided in areas identified as being at unacceptable risk from natural hazard (flooding, coastal inundation, coastal erosion, liquefaction, land instability).</i>
<i>AER UD13</i>	<i>New development is appropriately serviced by wastewater, stormwater, potable water and multi-modal transport infrastructure.</i>

The preparation of proposed Variation 3 to the Proposed Hastings District Plan is therefore subject to a statutory obligation to give effect to the above.

In summary, the RPS sets a vision for planned, compact and well-designed urban development within defined urban limits on the Heretaunga Plains, with limited encroachment on the versatile soils of the Plains; and a staged approach to the release of land for greenfield growth which ensures balanced supply (both in terms of price and location) and the efficient, planned provision of public infrastructure.

‘Giving effect to’ the RPS is addressed in the following sections of this report.

4 Background to Proposed Variation 3

4.1 Overview

Proposed Variation 3 rezones an area of land on the eastern side of Hastings City to provide for future greenfield residential growth. This area was identified in HPUDS in 2010 as one of a number of areas for greenfield residential growth to 2045, and subsequently in the RPS as being an appropriate residential greenfield growth area within the Heretaunga Plains.

The area was then included in Hastings District Council's prioritisation of greenfields residential areas adopted by Council in 2011 and was scheduled for development in the 2026 to 2031 period – on that basis, because the Howard Street development area was not anticipated within the 10-year life of the District Plan, it was not included in the recent Proposed Hastings District Plan as part of its 10-year review.

Recent issues with unsuitability/unavailability of growth areas scheduled for earlier release (namely, the planned Arataki Extension) has resulted in a reconsideration of the timing of the release of the Howard Street area for greenfield residential development. These recent sequencing issues are also being fed into the current review of the overarching HPUDS strategy itself.

Coincidentally, at the end of 2015, Council was also approached by a bona fide developer with substantial land interest within the Howard Street area, indicating a desire and readiness to progress a substantial residential development as soon as possible. This has given further stimulus for bringing forward the sequencing of the Howard Street development area.

The following provides a more detailed account of the background to development of proposed Variation 3.

4.2 Heretaunga Plains Urban Development Strategy

In 2009, the three local authorities with jurisdiction over the Heretaunga Plains (Hawke's Bay Regional Council, Napier City Council and Hastings District Council), partnered on the development of a comprehensive review of the strategic direction for long term growth on the Heretaunga Plains, out to 2045. The Heretaunga Plains Urban Development Strategy (HPUDS) was formally adopted by the partner Councils in August 2010.

HPUDS recognises that the Heretaunga Plains is a high value, resource rich area, and that the soils and water resources are finite and under increasing pressure and should be better managed. The Strategy purpose is *"to assist, in a collaborative manner, the local authorities to plan and manage growth on the Heretaunga Plains while recognising the value of water and soil as a significant source for ongoing food production and as a major contributor to the regional economy"*².

The Strategy adopted a 'compact development' settlement pattern for the Heretaunga Plains³ – with defined urban limits; higher density development and intensification over time; quality living environments, high levels of amenity, and thriving, resilient communities and economy; and integrated, sustainable and affordable infrastructure provision; while minimising the need for urban development on versatile soils.

² HPUDS 2010, pg 3

³ HPUDS 2010, pg 12

The Strategy set new residential density targets to be achieved over time (by 2045), of 15 households per hectare (gross density targets) – described as reflecting a ‘Small Lot Suburban’ density⁴.

The Strategy identified growth areas for the Heretaunga Plains beyond 2015. These sites were selected where:

- Soils are of lesser versatility; or
- Productive capacity is compromised;
- Clear natural boundaries exist; or
- Logical urban edge greenbelts can be created;
- Greenbelts could provide opportunities for walking and cycling connections;
- Sites support compact urban form, can be serviced at reasonable cost and integrated with existing development.⁵

Howard Street is specifically identified in HPUDS as one of the greenfield growth areas for Hastings City, beyond 2015⁶.

One of the expectations in HPUDS is:

“That the Strategy be reviewed every five years after the results of the national census are available. In addition, if there is a substantial change affecting the assumptions that underlie the Strategy then a review of strategy actions will commence at the discretion of the strategy partners.”⁷

HPUDS is currently undergoing its first 5-yearly review, including updating trends in demographics from Census 2013 data, and reviewing the assumptions on which HPUDS is based, underpinned by monitoring of various growth drivers and trends over the past 5 years.

The draft review outcomes are anticipated to be released in July 2016 for community input – around the same time as this proposed Variation is expected to be publicly notified.

4.3 Change 4 to the Hawke’s Bay Regional Policy Statement

In response to a specific ‘Action’ in HPUDS to integrate HPUDS in regional and district plans⁸, Hawke’s Bay Regional Council developed and notified Change 4 to its Regional Policy Statement (RPS) in December 2011 (operative January 2014). This Change embedded the HPUDS’s settlement pattern and principles into the RPS with insertion of a new Chapter 3.1B Managing the Built Environment (refer section 2.2.3 of this report above).

Howard Street is specifically identified in the RPS as one of the appropriate greenfield growth areas within the Heretaunga Plains sub-region, in Policy POL UD4.3.

APPROPRIATE RESIDENTIAL GREENFIELD GROWTH AREAS (HERETAUNGA PLAINS SUB-REGION)

POL UD4.3 *Within the Heretaunga Plains sub-region, areas where future residential greenfield growth for the 2015-2045 period has been identified as appropriate and providing choice in location, subject to further assessment referred to in POL UD10.1, POL UD10.3, POL UD10.4 and POL UD12, are:*

- a) Bay View
 - b) Park Island / Parklands
 - c) Taradale Hills
 - d) Te Awa / The Loop
-

⁴ HPUDS 2010, pg 59-60

⁵ HPUDS 2010, pg 57

⁶ HPUDS 2010, Section 4.3.2 Growth Areas (pg 58), Section 8.8.3 Residential Greenfield Sites (pgs 173/174), Map 3 Heretaunga Plains Settlement Pattern (pg 175), & Map 22 – Howard Street (pg 190)

⁷ HPUDS 2010, Section 5.7 Monitoring and Review, Action 3, pg 75

⁸ HPUDS 2010, Section 5.9 Development and Integration of Plans and Policies, Action 2, pg 79

- e) *Arataki Extension*
 - f) *Haumoana (south of East Road) / Te Awanga*
 - g) *Havelock North Hills (lower extension)*
 - h) *Howard Street*
 - i) *Irongate Road / York*
 - j) *Kaiapo Road*
 - k) *Lyndhurst*
 - l) *Lyndhurst Road extension*
 - m) *Maraekakaho rural settlement*
 - n) *Middle Road / Iona / Hills*
 - o) *Murdoch Road / Copeland*
 - p) *Omahu / Bridge Pa (marae-based)*
 - q) *Waimarama*
- All indicative areas are shown in Schedule XIVa.1b*
-

The Strategy and the RPS (through policies POL UD9.1 & POL UD9.2), both left it up to the territorial local authorities to determine the prioritisation and sequencing of the release of greenfield growth areas within their respective districts:

SEQUENCING (HERETAUNGA PLAINS SUB-REGION)

POL UD9.1 *In the Heretaunga Plains sub-region, district plans shall provide for the strategic integration of infrastructure and development through the staged release of new greenfield growth areas.*

SEQUENCING DECISION-MAKING CRITERIA (HERETAUNGA PLAINS SUB-REGION)

POL UD9.2 *In the Heretaunga Plains sub-region, the sequencing of development for greenfield growth areas shall be based on the following criteria:*

- a) *Availability and costs of infrastructure services (water, wastewater, stormwater, transport and electricity distribution);*
 - b) *The operational capacity of strategic infrastructure (particularly strategic transport networks); and*
 - c) *Balanced supply and locational choice across the sub-region.*
- Other factors that may be taken into account include (but are not limited to):*
- d) *The accessibility and capacity of social infrastructure (particularly community, education, sport and recreation facilities and public open space);*
 - e) *The sustainable management of natural and physical resources;*
 - f) *The availability of employment opportunities in and near the greenfield growth areas;*
 - g) *The willingness and timeframe of landowners to participate in greenfield growth plans;*
 - h) *The opinion of developers regarding land for greenfield growth to ensure the sequencing is feasible and will result in positive growth and investment.*
-

Sequencing in the Hastings District context is addressed below in section 4.4 of this report.

4.4 Sequencing of Planned Urban Development Areas in Hastings District

Hastings District Council adopted a sequencing of greenfield residential areas for Hastings and Havelock North on 1 November 2011, as follows:

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Table 5

	Indicative Yield	2016-2021	2021-2026	2026-2031	2031-2036	2036-2041	2041-2046	Predicted Uptake
Target*		459	482	341	238	123	94	1737
Lyndhurst Stage 2	210	210						210
Kaiapo Road	300**		141	159				300
Lyndhurst Extension	230	29	201					230
Howard Street	80			80				80
Copeland /Murdoch Road	230			77	133			210
Irongate York	270				60	98	69	227
Arataki Extension	220	220						220
Middle Road/Iona	140		140					140
Havelock Hills	100			25	25	25	25	100
Total	1780	459	482	341	238	123	94	43

*Note Greenfields targets tail off after a household growth peak between 2011 and 2026 and as the increased intensification targets for the lower household growth rates begin to take effect. Totals are slightly different from HPUDS due to shifting of time periods from 2015-2045 to 2016-2046 to align with the Heretaunga Plains Transportation study.

**While HPUDS identified 350 sites indicative yield for Kaiapo Road, this has been scaled back for this analysis to allow for potentially more land lost to stormwater drainage than initially scoped. This will be confirmed or otherwise following structure planning.

9

Howard Street was included in the adopted Sequencing of Greenfield Growth Areas for Hastings, which envisaged that Howard Street would be developed as needed in the 2026-2031 time period.

On that basis, when the Hastings District Plan Review commenced soon after, culminating in notification of the Proposed Plan in 2013, the Howard Street growth area was not included as part of the 10-year horizon for this District Plan Review cycle, as it was scheduled to be developed in the following 10-year period.

Other areas (such as Lyndhurst Stage 2 and Lyndhurst Extension) that were scheduled within this current Plan Review cycle were included in Appendix 2 of the Proposed Hastings District Plan as 'areas that may meet greenfield needs within the life of the plan'.

4.4.1 Contemporary Issues with Sequencing

The 2011 'Hastings Greenfields Residential Area Prioritisation' report did note the following:

"Sequencing Issues"

6.9 *In achieving a balance supply that meets the HPUDS five yearly targets, there are a number of points to note as follows:*

...

5. *While Lyndhurst Extension would be a logical next step, not all landowners indicated a desire to develop during the HPUDS submission process, while Kaiapo Road residents remain eager to develop. Howard Street landowners appear to have similar desire to develop. Accordingly, some flexibility to interchange areas may need to be preserved in the middle part of the planning period.*

⁹ Source: Table 5 of the report "Hastings Greenfields Residential Area Prioritisation" presented to Council's Policy & Strategy Committee on 1 November 2011 – and subsequently adopted by Council.

Another option was signaled in the 2011 report as follows (although this option was not preferred at that time):

“6.12 Option 2 is to adjust this programme to reflect different priorities and sequencing using a different logic to that set out above. Changes will have implications for balancing supply against the HPUDS targets which will need to be managed however ... An alternative would be to follow Lyndhurst Stage 2 with Lyndhurst Extension and Howard Street and either Copeland Road or Kaiapo Road, but this potentially opens development on more fronts with less staging flexibility.”

In other words, there was early acknowledgement that some flexibility to interchange areas needed to be preserved, and that there were other sequencing options available.

As outlined in section 3.3 above, POL UD9.1 of the RPS requires district plans to provide for the staged release of new greenfield growth areas, and POL UD9.2 provides criteria for decisions around the sequencing of greenfield growth areas, including:

- Availability and costs of infrastructure services;
- Operational capacity of strategic infrastructure;
- Balanced supply and location choice;
- Accessibility and capacity of social infrastructure;
- Sustainable management of natural and physical resources;
- Availability of employment opportunities in and near greenfield growth areas;
- Willingness and timeframe of landowners to participate in greenfield growth plans;
- Opinion of developers regarding land for greenfield growth to ensure feasibility.

By inference, these criteria would also equally apply to decision making around adjustments to sequencing and interchanging areas.

Since adoption of the sequencing schedule in 2011, a number of issues have arisen with some of the planned urban growth areas, and also anecdotally in terms of demand and supply factors, that have warranted reconsideration of the greenfields residential area prioritization.

In addition, there is a view being expressed within the development community that the market demand for new housing is higher than the figures projected in HPUDS. This has led to a call for additional greenfield land to be advanced earlier than planned. Hence, Council has been investigating the need/desire for additional supply and locational choice.

Furthermore, there are substantial issues with the Arataki Extension Growth Area in Havelock North (primarily in response to reverse sensitivity issues around odour associated with the proximity of Te Mata Mushrooms). As a result, the advancement of the Arataki Extension area has been placed on hold indefinitely.

In response to this, Hastings District Council agreed at its meeting on 24 September 2015, to amend the sequencing programme to advance the next ‘cab off the rank’ for Havelock North, being the Middle Road/Iona growth area (originally proposed for advancement in the 2021-2026 period). That area was already signaled in the Proposed District Plan (falling with the 10-year horizon of the Proposed Plan), and is now the subject of detailed structure planning in preparation for residential development.

In respect of the Hastings City growth areas, whilst Lyndhurst Stage 2 and the Lyndhurst Extension are progressing, significant engineering constraints have been identified for Kaiapo Road which need to be overcome prior to any development proceeding.

The next priority growth areas identified for Hastings are the Howard Street and Copeland/Murdoch Road growth areas. Both these areas were identified for advancement in the 2026-2031 period.

Coincidentally, Council was approached late in 2015 by developers keen to proceed with a planned 70-unit 'lifestyle village' development on land within the identified Howard Street growth area. A substantial one-off residential development, with immediate uptake, provides significant stimulus to the advancement of the wider Howard Street growth area.

Given that there is a clear landowner/developer desire in the Howard Street area (which is not the case for the Copeland/Murdoch growth area at this time), Council decided to advance the rezoning of the Howard Street growth area at a Planning and Regulatory meeting on 17 November 2015.

4.5 Basis for Progressing Howard Street Urban Development Area

When assessed against the criteria in POL UD9.2 above, the **Howard Street urban development area represents a suitable greenfield growth area for advancing ahead of other urban growth areas**, given the following:

- it has already been identified as a suitable greenfield growth area for Hastings in HPUDS and the RPS;
- confirmation of available strategic infrastructure services in the vicinity, that can be extended to provide sufficient capacity;
- provision of additional locational choice for urban residential development for Hastings, with strong appeal in the market – being located in Hastings East, where there is currently limited greenfield residential land provision, and as an alternative to the current development occurring on the western side of Hastings at Lyndhurst;
- presence of accessible social infrastructure in Hastings East, including community, education, sport and recreation facilities and public open space, particularly with the presence of Parkvale School, Karamu High School, and Windsor Park, as well as suburban shops on Heretaunga Street East between Windsor Ave and Lumsden Road, all within easy walking distance;
- a Hastings City location providing nearby employment opportunities;
- the presence of a landowner/developer with a strong desire to progress a sizeable residential development within the area.

Confirmation of the suitability of this area for urban residential development is further addressed in sections 5, 6 & 7 of this report.

5 Results of Community Engagement

A Consultation Plan was developed prior to commencement of the plan variation process, and updated as required. The stated aim was:

'To involve key stakeholders at the commencement of the plan variation and structure plan development process during the pre-notification phase, to:

- inform about the project and the process going forward;*
- facilitate early identification of issues/constraints and options;*
- seek feedback during development of the initial design concept and structure plan;*
- build awareness to ensure that potentially affected persons are able to make informed submissions during the public notification phase.'*

A full record of consultation is attached in Appendix A of this report.

5.1 Community Engagement Process

The following outlines the consultation actions carried out:

Date	Action																						
20 Jan 16	<p>Initial letter to the affected landowners (those identified within the growth area as delineated in HPUDS) to advise of rezoning proposal and possible need to access properties for various testing and site visit purposes etc, and inviting them to make contact to discuss.</p> <table border="1" data-bbox="416 976 1386 1532"> <tr> <td>Education Ministry (Parkvale School)</td> <td>1217 Howard Street</td> </tr> <tr> <td>Hastings Villas Limited</td> <td>1239 Howard Street</td> </tr> <tr> <td>Richard Fyfe</td> <td>1245 Howard Street</td> </tr> <tr> <td>Karen Mary Cooper</td> <td>1259 Howard Street</td> </tr> <tr> <td>Christopher Hugh Burns</td> <td>208 Havelock Road</td> </tr> <tr> <td>Basil Keane & Hineawe Green & Barry Paul Keane & Lynne Keane</td> <td>214 Havelock Road</td> </tr> <tr> <td>Brian Masters Townsend</td> <td>220 Havelock Road</td> </tr> <tr> <td>Eileen Gee & Antony Patrick Douglas Gee & 2 others...</td> <td>226 Havelock Road</td> </tr> <tr> <td>Antony Patrick Douglas Gee & Eileen Gee & 1 other...</td> <td>238 Havelock Road</td> </tr> <tr> <td>General Distributors Limited</td> <td>246, 250 & 258 Havelock Road</td> </tr> <tr> <td>Gordon Charles Smith & Janine Fairfield-Smith & 1 other...</td> <td>260 Havelock Road</td> </tr> </table>	Education Ministry (Parkvale School)	1217 Howard Street	Hastings Villas Limited	1239 Howard Street	Richard Fyfe	1245 Howard Street	Karen Mary Cooper	1259 Howard Street	Christopher Hugh Burns	208 Havelock Road	Basil Keane & Hineawe Green & Barry Paul Keane & Lynne Keane	214 Havelock Road	Brian Masters Townsend	220 Havelock Road	Eileen Gee & Antony Patrick Douglas Gee & 2 others...	226 Havelock Road	Antony Patrick Douglas Gee & Eileen Gee & 1 other...	238 Havelock Road	General Distributors Limited	246, 250 & 258 Havelock Road	Gordon Charles Smith & Janine Fairfield-Smith & 1 other...	260 Havelock Road
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Jan/Feb 16	<p>Individual meetings with the affected landowners who requested it:</p> <ul style="list-style-type: none"> • Chris Burns (208 Havelock Road) • Karen Cooper (1259 Howard Street) • Barry Keane and Andy Olsen (214 Havelock Road) 																						
29 Jan 16	<p>Preliminary meeting with proponents of lifestyle village proposal (Simon Tremain & Cam Ward) for 1239 Howard Street within rezoning area.</p>																						
10 Feb 16	<p>Preliminary meeting with Consultant for Progressive Enterprises (Mike Foster of Zomac Ltd) re supermarket proposal within the rezoning area.</p>																						
18 Feb 16	<p>Email contact with mana whenua (Marei Apatu (Te Taiwhenua), Morry Black & Ngaio Tuika (Ngati Kahungunu) to introduce rezoning proposal, and inviting initial comment/feedback.</p>																						
29 Feb 16	<p>Follow-up meeting with proponents of the lifestyle village proposal (Simon Tremain & Cam Ward) to discuss initial development concept for rezoning area and servicing investment.</p>																						

1 Mar 16	Letter with initial concept plan to all affected and adjoining landowners and key stakeholders (including mana whenua), inviting further contact and/or written comments/feedback.
Mar 16	Individual meetings with landowners and stakeholders who requested it: <ul style="list-style-type: none"> • Richard Fyfe (1245 Howard Street) • Karen Cooper (1259 Howard Street) • Gordon Smith (260 Havelock Road) • Chris Burns (208 Havelock Road) • Barry Keane and Andy Olsen (214 Havelock Road)
15 Mar 16	Meeting with Ministry of Education (Alan Dibley from the Ministry, & Genevieve Doube, Beca Consultant) to discuss rezoning proposal and implications for the school.
16 Mar 16	Open session held in foyer of Council Chambers from 4.30pm to 6.30pm, for landowners and stakeholders to discuss the initial structure plan and provide feedback. Sixteen (16) people attended.
Mar – May 16	Written submissions and emails received: <ul style="list-style-type: none"> • Chris & Lorraine Burns (208 Havelock Road) • Karen Cooper, Richard Fyfe & Chris & Lorraine Burns (1245 & 1259 Howard Street and 208 Havelock Road) • Karen Cooper (1259 Howard Street) • Richard & Mandy Fyfe (1245 Howard Street) • Tony & Heather Masters (180 Havelock Road) • Ministry of Education • Ian Kelly (204 Havelock Road) • RP & JH Connolly (24/1232 Howard Street) • Reg Corbett (45/1232 Howard Street) • Sharon Codyre (no address supplied) • Sharon Jarvis (255 Havelock Road) • Geoff Crawford, Telegraph Hill Ltd (1279 Howard Street).

The following provides a summary of the main issues raised, and the feedback received.

5.2 Affected Landowners

5.2.1 Landowners within the Rezoning

Summary of issues and feedback from affected landowners:

Issue	Summary
Timing	Rezoning was unexpected, and has caused some anxiety and uncertainty for some affected landowners. Has effectively placed affected landowners in a 'holding pattern'.
Outer zone boundary	Concern that location of outer zone boundary could negatively impact on developable land area and development options for 1259 Howard St (Cooper) and 208 Havelock Rd (Burns). Preference for the zone boundary to be extended out to the Awahou/Riverslea Drain – consider this presents a much more defensible urban boundary.
Properties in or out	No significant opposition raised by any of the affected landowners to their properties being included. Clear preference for 1259 Howard St (Cooper) and 208 Havelock Rd (Burns) land to be included in entirety.
Proposed structure plan road location	Structure Plan road in Hastings Villas Ltd land, at the school end, appears to be generally acceptable. However, Structure Plan road though 1259 Howard St, along boundary with 1245 Howard St (Cooper/Fyfe), is opposed by landowners concerned

	– indicated preference to swap location of road to the other side of Fyfe boundary within 1239 Howard St (Hastings Villas Ltd) land.
Proposed location of structure plan cycleway connection to Havelock Road	Opposition to the specific location of the proposed cycleway connection to Havelock Road through 208 Havelock Road (Burns) due to implications for existing residences and on-site businesses, and also in terms of constraining future development potential for that property.
Proposed stormwater detention area	<p>Concern about location, size and shape of detention area within 1259 Howard St (Cooper) in terms of implications for remainder of property – loss of land but none of the benefits – detention area in this location not preferred, but may be acceptable subject to negotiation on other matters and reaching agreement.</p> <p>Preference for detention area to avoid encroachment into 204 Havelock Road (Kelly).</p> <p>Questions about location of detention area within 180 Havelock Rd (Masters) in terms of accuracy of flood data, downstream drainage and environmental effects, and implications for use of their land and from effectively splitting of the property.</p>
Development potential for landowners	Interest from a number of affected landowners around what development options may be made available to them through rezoning, with a view to potentially capitalising on that. Rezoning may facilitate development aspirations.
Impact on existing land use	<p>Concern about constraints on use of remaining land at 1259 Howard St (Cooper) if zone boundary is not extended to the Drain – already seen as too small and difficult to realise any productive potential...bringing edge of the city out to the western boundary would squeeze this further (reverse sensitivity issues).</p> <p>Concern that existing activities/businesses would still be able to continue.</p> <p>Some interest from affected landowners about potential impact of rezoning on rates.</p>
Concern about potential for a supermarket	Concern raised about potential for a supermarket, particularly with access off Havelock Road, in terms of amenity effects, traffic safety etc.
Interest in likely development timeframes	<p>General interest in development timeframes, in order to plan for the future.</p> <p>Some interest in likely staging of servicing provision, and finding out what is needed in order to progress future development, if they decide to take up the opportunity.</p>
Development Average Net Site Area	Interest in the average size area of new residential sites in the area in terms of potential yield as well as amenity values.

5.2.2 Hastings Villas Ltd – lifestyle village proponents

Summary of issues and feedback from lifestyle village proponents:

Issue	Summary
Timing	<p>Very keen to progress lifestyle village, and interested in how rezoning timeline might assist.</p> <p>Anticipating lodging a resource consent in due course.</p>

Proposed structure plan road location	Initial lifestyle village concept offered structure plan road at eastern end of their development. Have indicated generally amenable to swap location of structure plan road to Parkvale School end of their development.
Development potential for landowners	Interested in how rezoning might facilitate their development.
Servicing	Interested in how servicing of their development could be provided for, and the timing for provision of further wastewater infrastructure to facilitate their development. Considering staging and interim servicing solutions, and keen to gain some clarity around likely development contributions in due course.

5.2.3 Progressive Enterprises – Countdown supermarket proponents

Summary of issues and feedback from Progressives:

Issue	Summary
Timing	Potential for rezoning was unexpected and welcomed. Keen to progress a supermarket in this location. Some early investigations and a preliminary development concept for the supermarket already completed, but had been put on the backburner. Anticipating lodging a resource consent in due course.
Proposed structure plan road location	Preliminary supermarket development concept necessitates new road access via roundabout, directly off Havelock Road.
Development potential for landowners	Development concept includes potential residential development with its own access from Havelock Road, for any area of land surplus to supermarket requirements.

5.2.4 Parkvale School/Ministry of Education

Summary of issues and feedback from the Ministry:

Issue	Summary
Traffic and safety	Supportive of safe pedestrian and cycle links in the structure plan. Parkvale School already has traffic and parking problems around the school, particularly on Howard St. There is a lack of parking, and this proposal would lead to further traffic and safety issues for students with increase in residential and commercial traffic.
Proposed structure plan road location	Location of collector road on the boundary of the school will impact on the learning environments of the class rooms due to noise associated with the traffic. Classrooms are not set back from the future road by standard front yard and therefore the road will impact to a much greater degree. While not shown on the structure plan, the Ministry would not support a road connection between Howard St and Havelock Rd. Request that the design of the road adjacent to the school boundary incorporates a front yard setback, as well as appropriate car parking and safe drop-off area in the vicinity of the school.

Proposed location of cycleway connection to Havelock Road	Request cycleway connection to Havelock Rd is brought closer to the school to ensure utilised by students and to act as drop off area for parents, which would reduce parking pressure on Howard St. Request cycleways are integrated into the design of the proposed roads.
Impact on schools	Rezoning will invariably increase the pressure on the Parkvale School roll, which is currently at capacity. Other schools in the area could also be affected through changing enrolment patterns.
Concern about potential for a supermarket	Concern with possible noise and increased traffic volumes associated with supermarket, particularly from larger trucks along proposed road past the school. Request that Council consider the development implications of a supermarket and residential area around the school.
Ongoing Consultation	Request that Council continues to consult with the Ministry throughout the planning and development process of adjacent land.

5.3 Surrounding Neighbours

Summary of issues and feedback from the Open Session with landowners and wider community on 16 March 2016:

Issue	Summary
Traffic and safety	Concern about existing traffic congestion issues on Howard Street associated with Parkvale School drop off and pick up times, and the impact that additional residential development will have on the existing problem.
Amenity and character	Concern about the amenity of any potential lifestyle village proposal – quality of the development/houses, small lot sizes, sufficient internal parking provision etc. Density provisions within the zone, concerns over the development of higher density developments.
Outer zone boundary	Location of the outer boundary of the rezoning area, and impacts on those affected landowners caught between the rezoning and the Riverslea Drain (Cooper/Kelly/Masters).
Proposed structure plan road location	Location of access roads into the development area and impacts on those affected landowners (Cooper/Fyfe), as well as traffic safety and amenity effects for the school and those living in the area.
Proposed stormwater detention area	Location and extent of stormwater detention area and impacts on those affected landowners (Masters/Cooper). Stormwater provisions within the zone...how it will be transferred to the detention area...onsite retention for individual properties. Potential flooding concerns associated with the detention area. Discussion around shape/size of detention area.
Proposed structure plan reserve	Interest in the location of the proposed structure plan reserve and impact on the affected landowner (Gee).
Concern about potential for a supermarket	Concern about adverse effects associated with any potential supermarket proposal for the Havelock Road side, including: <ul style="list-style-type: none"> - Traffic generation and manoeuvring impacts of a supermarket on Havelock Road and wider road network. - 'Rat run' potential between Havelock Road and Howard Street.

	<ul style="list-style-type: none"> - Noise effects from supermarket deliveries, rubbish collection services, staff arriving and departing, as well as customers. - Security issues – carpark use at night.
Impact on existing land use	Existing use rights, eg the ability for landowners to continue on with current activities.
Interest in likely development timeframes	Interest in potential timeframes/what happens next/how process works/when development will occur.
Development Average Net Site Area	Interest in the average size area of new residential sites in the area in terms of potential yield as well as amenity values.

5.4 Mana Whenua

The Howard Street area was largely adopted as a greenfield growth area through the development of HPUDS, which involved input from Ngati Kahungunu at that time, and was also signaled through the subsequent incorporation of HPUDS principles into the RPS. The process of rezoning of the Howard Street greenfield growth area in the Proposed Hastings District Plan is therefore, not wholly unexpected.

At this stage, no issues have been raised in response to information forwarded regarding this plan variation and structure plan process.

5.5 Other Stakeholders

5.5.1 Hawke's Bay Regional Council

Hawke's Bay Regional Council staff were briefed around the change in sequencing of greenfield growth areas in Hastings, and their views on extending the zone boundary out to the Awahou/Riverslea Drain and incorporation of a stormwater detention area within the Structure Plan, was sought. No significant issues were raised at that stage, however any formal comments were reserved.

5.6 Summary of Community Engagement

Generally, whilst there are reservations about some of the specifics, there appears to be reserved support for rezoning of the Howard Street greenfield growth area. A number of affected landowners have even expressed an interest in the future development potential of their land – some with development concepts already in play (such as the lifestyle village).

However, affected landowners are understandably wary of the details and how the rezoning may impact on their current amenity and way of life. The location of some of the structure plan components is questioned by some.

There is strong preference from the landowners at the eastern end of the area for the rezoning to extend to the Awahou/Riverslea Drain, and to encompass the stormwater detention area within the rezoning. Affected landowners are also concerned that they remain able to continue to live on, and work, their land as they do now.

There appears to be widespread unease about the impact of a potential supermarket proposal within the area in terms of effects on traffic, residential amenity values and character.

Residents living in and around Howard Street have expressed apprehension around traffic impacts on Howard Street from additional residential development exacerbating existing traffic issues occurring at peak times associated with Parkvale School (including the Ministry of Education).

There is also some apprehension expressed around the potential for low quality, higher density residential development that could detract from the current residential character and outlook for neighbouring residents.

5.7 Amendments to Proposed Rezoning and Structure Plan

A number of significant changes to the proposed rezoning and development of the Structure Plan resulted following the community engagement phase, partly in response to issues and feedback from stakeholders as well as results of further technical investigations.

These changes include:

1. Extending the outer zone boundary to the Awahou/Riverslea Drain (to include 1259 Howard Street, 204 & 208 Havelock Road, and that part of 180 Havelock Road west of the Drain, incorporating the proposed stormwater detention area) – totaling an additional 6.1 hectares (about 1.2ha of that is stormwater detention area);
2. Provision for a second proposed dedicated cycle/walkway linkage from Havelock Road into the interior of the rezoning to link to the internal collector road in the vicinity of Parkvale School, and a further indicative cycle/walkway link from the internal collector road to the proposed stormwater detention area;
3. Shifting the indicative location for the reserve node, to a corner location closer to the Parkvale School end; and
4. An altered shape for the proposed stormwater detention area to avoid encroachment onto 204 Havelock Road and less orphaned land for 180 Havelock Road.

6 Structure Plan Elements

As outlined in the statutory context above, Section 75 of the RMA states that a district plan ‘must give effect to’ any regional policy statement (RPS). The Hawke’s Bay RPS is a higher level document that sets a clear direction in terms of urban development and strategic integration of infrastructure. The RPS addresses inclusion of new greenfield growth areas/structure plans in District Plans.

Policy UD10.1 of the RPS requires that development within greenfield growth areas must occur in accordance with a comprehensive structure plan.

6.1 RPS Structure Plan Requirements

Policy UD10.3 provides a list of matters required to be incorporated in any structure plan within the Region. These matters essentially aim to confirm that the area can be appropriately developed and serviced, and that any significant features are identified.

Policy UD10.4 requires a degree of supporting documentation to accompany any structure plan that also confirms the development can be serviced effectively and efficiently.

STRUCTURE PLANS (HERETAUNGA PLAINS SUB-REGION)

POL UD10.1 *In the Heretaunga Plains sub-region, development of urban activities within greenfield growth areas shall occur in accordance with a comprehensive structure plan. Structure plans shall be prepared when it is proposed to amend the district plan, and shall be included in the district plan to provide for urban activities.*

STRUCTURE PLANS (REGION)

POL UD10.3 *Notwithstanding Policy UD10.1, structure plans for any area in the Region shall:*

- a) Be prepared as a single plan for the whole of a greenfield growth area;*
 - b) Be prepared in accordance with the matters set out in POL UD12;*
 - c) Show indicative land uses, including:

 - i. principal roads and connections with the surrounding road network and relevant infrastructure and services;*
 - ii. land required for stormwater treatment, retention and drainage paths;*
 - iii. any land to be set aside for business activities, recreation, social infrastructure, environmental or landscape protection or enhancement, or set aside from development for any other reason; and*
 - iv. pedestrian walkways, cycleways, and potential public passenger transport routes both within and adjoining the area to be developed;**
 - d) Identify significant natural, cultural and historic or heritage features;*
 - e) Identify existing strategic infrastructure; and*
 - f) Identify the National Grid (including an appropriate buffer corridor).*
-

6.2 Howard Street Structure Plan (HSSP)

In accordance with POL UD10.1 and UD10.3, a Structure Plan has been prepared for the Howard Street rezoning area as a single plan for the entire area, with accompanying Structure Plan ‘Outcomes’ and ‘Performance Standards’. As part of proposed Variation 3, this Structure Plan will be treated similarly to other urban development areas within the Hastings District and included in the appendices to the Proposed District Plan.

The elements of the proposed Structure Plan for the Howard Street Urban Development Area provide indicative locations for:

- a principle road corridor, with two connections to the existing road network off Howard Street;
- internal provision for pedestrian walkways and cycleways, and connections to existing pedestrian and cycling networks in and around Howard Street and serving Parkvale School, with a dedicated link through to the iWay on Havelock Road;

- internal water supply and wastewater services corridors, and network connections to existing and planned infrastructure, including a future planned wastewater infrastructure upgrade;
- 1.2 hectares of land set aside as a stormwater detention area adjoining the Awahou/Riverslea Drain, and provision for drainage paths to it;
- a 3,000-5,000m² reserve to be set aside for public open space/recreation;
- a 2m deep landscaping strip proposed along the Havelock Road boundary; and
- identifies the location of two listed trees within the rezoning area.

Note: the National Grid is not present within the rezoning area.

Therefore, the Howard Street Structure Plan is confirmed as meeting the requirements for Structure Plans in the RPS.

7 Confirm Suitability for Urban Residential Development

7.1 RPS Considerations

The RPS provides a list of matters for the territorial authorities to consider during preparation of any rezoning or structure planning for urban development of land within the Region.

Policy UD12 of the RPS provides a list of matters for the territorial authorities to consider during preparation of any rezoning or structure planning for urban development of land within the Region. Policy POL UD10.4 also includes matters that should be addressed in supporting documentation. These matters essentially aim to confirm the suitability of an area for urban development purposes.

MATTERS FOR DECISION-MAKING (REGION)

POL UD12 *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*

- a) *The principles of the New Zealand Urban Design Protocol (Ministry for the Environment, 2005);*
- b) *New Zealand Standard NZS4404:2010 Land Development and Subdivision Infrastructure, and subsequent revisions;*
- c) *Good, safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport;*
- d) *Location within walkable distance to community, social and commercial facilities;*
- e) *Provision for a range of residential densities and lot sizes, with higher residential densities located within walking distance of commercial centres;*
- f) *Provision for the maintenance and enhancement of water in waterbodies, including appropriate stormwater management facilities to avoid downstream flooding and to maintain or enhance water quality;*
- g) *Provision for sufficient and integrated open spaces and parks to enable people to meet their recreation needs, with higher levels of public open space for areas of higher residential density;*
- h) *Protection and enhancement of significant natural, ecological, landscape, cultural and historic heritage features;*
- i) *Provision for a high standard of visual interest and amenity;*
- j) *Provision for people's health and well-being through good building design, including energy efficiency and the provision of natural light;*
- k) *Provision for low impact stormwater treatment and disposal;*
- l) *Avoidance, remediation or mitigation of reverse sensitivity effects arising from the location of conflicting land use activities;*
- m) *Avoidance of reverse sensitivity effects on existing strategic and other physical infrastructure, to the extent reasonably possible;*

- n) *Effective and efficient use of existing and new infrastructure networks, including opportunities to leverage improvements to existing infrastructure off the back of proposed development;*
- o) *Location and operational constraints of existing and planned strategic infrastructure;*
- p) *Appropriate relationships in terms of scale and style with the surrounding neighbourhood; and*
- q) *Provision of social infrastructure.*

POL UD10.4 Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:

- a) *The infrastructure required, and when it will be required to service the development area;*
- b) *How development may present opportunities for improvements to existing infrastructure provision;*
- c) *How effective provision is made for a range of transport options and integration between transport modes;*
- d) *How provision is made for the continued use, maintenance and development of strategic infrastructure;*
- e) *How effective management of stormwater and wastewater discharges is to be achieved;*
- f) *How significant natural, cultural and historic or heritage features and values are to be protected and/or enhanced;*
- g) *How any natural hazards will be avoided or mitigated; and*
- h) *Any other aspects relevant to an understanding of the development and its proposed zoning.*

In addition, the RPS seeks the following outcomes:

- AER UD1 Availability of sufficient land to accommodate population and household growth, as and where required, while retaining versatile land for existing and foreseeable future primary production.*
- AER UD2 Balanced supply of affordable residential housing and locational choice in the Heretaunga Plains subregion.*
- AER UD3 More compact, well-designed and strongly connected urban areas.*
- AER UD4 Napier and Hastings retained as the primary urban centres for the Heretaunga Plains sub-region.*
- AER UD5 Encroachment of urban activities (residential, commercial, industrial) onto the versatile land of the Heretaunga Plains is confined to defined greenfield growth areas within specified urban limits.*
- AER UD6 The retention, as far as is reasonably practicable, of the versatile land of the Heretaunga Plains for existing and foreseeable future primary production.*
- AER UD7 Efficient utilisation of existing infrastructure.*
- AER UD8 Efficient utilisation of infrastructure which has already been planned and committed to by a Local Authority (e.g. by funding) but not yet constructed.*
- AER UD9 Increased use of public transport and active transport modes (cycling, walking), reduced dependency on the private motor vehicle and reduced energy use.*
- AER UD10 Planned provision for, and protection of, infrastructure to support existing development and anticipated urban growth in defined growth areas.*
- AER UD11 Urban activities and urban development maintains groundwater and surface water quality and habitat health.*
- AER UD12 Urban development is avoided in areas identified as being at unacceptable risk from natural hazard (flooding, coastal inundation, coastal erosion, liquefaction, land instability).*
- AER UD13 New development is appropriately serviced by wastewater, stormwater, potable water and multi-modal transport infrastructure.*

In 'giving effect to' the RPS, the following addresses the above matters in terms of the proposed Howard Street rezoning and accompanying structure plan for inclusion in the Proposed Hastings District Plan.

7.2 Urban Design

Relevant RPS provisions:

-
- POL UD12** *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*
- a) *The principles of the New Zealand Urban Design Protocol (Ministry for the Environment, 2005);*
 - e) *Provision for a range of residential densities and lot sizes, with higher residential densities located within walking distance of commercial centres;*
 - i) *Provision for a high standard of visual interest and amenity;*
 - j) *Provision for people’s health and well-being through good building design, including energy efficiency and the provision of natural light;*
 - p) *Appropriate relationships in terms of scale and style with the surrounding neighbourhood; and*
- AER UD3** *More compact, well-designed and strongly connected urban areas.*
- DENSITY OF RESIDENTIAL DEVELOPMENT AREAS (HERETAUNGA PLAINS SUB-REGION)**
- POL UD8** *In the Heretaunga Plains sub-region, residential subdivision and development shall seek to achieve the following minimum net densities, where appropriate, within greenfield growth or intensification development areas, to be achieved in a staged manner by 2045:*
- *an average yield of 15 lots or dwellings per hectare in each greenfield growth area developed post 31 December 2015;*
-

Hastings District Council is a signatory to the NZ Urban Design Protocol¹⁰ which outlines the essential qualities that should guide development of the built environment, and has developed and adopted an urban design framework for the District¹¹.

HPUDS (of which Hastings District Council is a partner) also incorporates aspects of urban design in terms of guiding urban development – some of the key principles of HPUDS being ‘quality living environments with high levels of amenity and thriving communities’, ‘urban centres of Napier and Hastings have distinct identities and provide complementary working, living and learning opportunities’, and ‘community and physical infrastructure is planned, sustainable and affordable’.

The recent District Plan Review for Hastings involved a significant shift towards a ‘place-based’ approach to planning for communities, recognizing the differing character of the various residential areas within the District, and the resulting Proposed Plan encapsulates that approach.

Ultimately, the provisions in the Proposed Hastings District Plan include objectives, policies, rules, standards and anticipated outcomes (as well as refer to other methods outside of the District Plan) that build in urban design principles.

Of particular relevance, are provisions in Chapter 7.1 Hastings Strategic Management Area:

Section 7.1.3 Anticipated Outcomes:

HSMAA03 *Development in Hastings SMA that integrates urban design principles.*

Section 7.1.4 Objectives and Policies:

HSMAP3 *Promote a high quality urban environment, where environmental and amenity values are protected.*

¹⁰ New Zealand Urban Design Protocol, March 2005, Ministry for the Environment

¹¹ Report on Urban Issues and Urban Design Framework for Hastings District Council, adopted by Council resolution 2010, Urbanismplus Ltd

Explanation

The Council is a signatory to the New Zealand Urban Design Protocol and has a responsibility to ensure that all development is aligned with best practice urban design. The New Zealand Urban Design Protocol released by the Ministry for the Environment (MfE) in March 2005 defines urban design as "the design of the buildings, places, spaces and networks that make up our towns and cities, and the way people use them." Urban design is also an important method to achieve many higher order, Resource Management Act-based objectives and policies, including the Sustainable Management Strategies of the District Plan (contained in Part A) and translates into urban design focussed standards and assessment criteria. Furthermore, the Hastings SMA identifies areas with particular character and heritage values. These areas are the subject of special zones and/or development controls designed to protect and maintain their particular qualities. Existing differences in character and amenity are identified within the main residential area when identifying zones for higher density residential development.

HSMAO3

The main approaches to Hastings City are attractive and well-designed.

HSMAP4

Ensure new development on arterial and collector roads is of high quality and contributes to a pleasant streetscape

Explanation

While a key objective is to promote economic development in the Hastings SMA, it is also important that streetscape amenity is maintained. Some land use activities can detract from the streetscape if they are excessively bulky or if buildings do not address the street. This is imperative for development occurring along the main approaches to Hastings, in particular Karamu Road, Heretaunga Street (East and West), St Aubyn Street, Southampton Street and Russell Street. As such, all the zones within the Hastings SMA contain various provisions relating to matters such as landscaping in the front yard or along the street boundary, avoidance of blank walls, fencing requirements, and minimum front yard setbacks for certain activities to name a few. These provisions are important to ensure that urban design goals are achieved, and in particular that visual relief is provided by breaking up building bulk and large areas of concrete. By implementing these provisions, visitors can enjoy a pleasant entrance to the City.

Section 7.1.5 Methods:

SUBDIVISION AND INFRASTRUCTURE DEVELOPMENT IN HASTINGS DISTRICT: BEST PRACTICE DESIGN GUIDE

This document promotes innovative and sustainable land development, subdivision and infrastructure solutions which aim to create high quality urban environments. The guide incorporates examples and pictorial layouts from best practice within New Zealand and encourages landowners and developers to explore designs that will deliver improved living environments for the community. Guidance within this document will help landowners and developers meet the Objectives, Policies and Rules of the District Plan.

Hastings Urban Issues and Urban Design Framework (2010)

This Report includes some recommendations for the development of Hastings, particularly with regard to residential housing, as part of the shift towards adopting best practice urban design principles. It also suggests locations for green spaces and public amenity improvements in the central City.

Policy HSAMP3, Objective HSMAO3 and Policy HSMAP4 specifically refer to the New Zealand Urban Design Protocol, quality design, amenity values, and pleasant streetscape.

Chapter 7.2 Hastings Residential Environment takes this further with Anticipated Outcomes, Objectives and Policies pertaining to the Hastings residential environment itself. Of particular relevance are:

Section 7.2.2 Anticipated Outcomes:

- HRE2** *Hastings residents are provided a high quality residential environment.*
- HRE4** *New development that relates positively to the surrounding buildings and contributes positively to the quality of the streetscape.*

Section 7.2.3 Objectives and Policies:

- RP2** *Enhance and promote the sustainability of the District's urban form by requiring new development to incorporate design elements outlined in Section D (Subdivision Design) & E (Road Design) of the Hastings District Council's Subdivision and Infrastructure Development in Hastings: Best Practice Design Guide.*
- RP3** *Manage the scale and intensity of residential development to ensure that it relates positively to the quality of the collective streetscape and avoids adverse effects on neighbourhood amenity, environmental quality, community health and safety.*
- RO2** *To ensure that the amenity of the present character of the residential environment is maintained and enhanced by managing design, layout, intensity and land use activities.*
- RP4** *Maintain and enhance a high standard of amenity in the residential environment while enabling development innovation and building variety.*

Explanation

Residential amenity in Hastings is dependent upon achieving minimum environmental standards for all developments which are regulated through District Plan provisions. However, it is through innovative building design that high levels of residential amenity for residents can be achieved, by designing buildings specifically for the Hawke's Bay climate and outdoor lifestyle. When translating this to built residential form, it means maximising the ability to benefit from this Hawke's Bay environment through building design, site layout and connection with the outdoor space and context. In implementing the HPUDS strategy it will also mean being innovative in maximising floor area to land area ratios by using double story housing typologies in a manner that maintains amenity...

- RP5** *Minimise the adverse effects of developments created by excessive building scale, overshadowing, building bulk, excessive site coverage or loss of privacy.*

Explanation

Consultation has confirmed that people's perception of the residential amenity in their neighbourhood is largely dependent upon adequate access to daylight, sunlight, private open space and outlook. These amenity characteristics will be adversely affected by buildings which are out of character or scale with the residential environs.

Section 7.2.3.2 General Residential Zone Objectives and Policies:

- GRP2** *Maintain and enhance an attractive open space character in the general residential zone by ensuring that development is compatible in scale to surrounding activities and structures and has outdoor living space, on-site landscaping, screening and tree planting for larger developments.*

Explanation

Hawke's Bay is characterised by its attractive landscape character and the climate lends itself to an outdoor lifestyle. Retention of significant existing vegetation, maintenance of open green space in residential areas, screening and new street planting associated with development areas, will ensure that the attractive landscape character is maintained and enhanced.

These District Plan provisions collectively seek to maintain and enhance residential amenity values; create visual interest; and address building design and relationship in scale and style with the surrounding neighbourhood etc.

The District Plan zone provisions provide guidance and control to ensure resulting residential development will be of similar quality, and represent appropriate relationships in terms of scale and style, to neighbouring residential areas, in line with what the Hastings community

anticipates and has come to expect i.e. ‘requiring’ a level of good design based on urban design principles.

In addition, subdivision densities and lot sizes in the District Plan, and infrastructure services requirements within the District Plan, also contribute to the achievement of quality urban environments for Hastings District.

HPUDS aspires to achieving higher density residential development for greenfield growth areas on the Heretaunga Plains by 2045, based on achieving 15 lots or dwellings per hectare over time, in line with its adopted ‘compact development’ settlement pattern.

Accordingly, the RPS adopted the following density policy:

DENSITY OF RESIDENTIAL DEVELOPMENT AREAS (HERETAUNGA PLAINS SUB-REGION)

POL UD8 *In the Heretaunga Plains sub-region, residential subdivision and development shall seek to achieve the following minimum net densities, where appropriate, within greenfield growth or intensification development areas, to be achieved in a staged manner by 2045:*

- *an average yield of 15 lots or dwellings per hectare in each greenfield growth area developed post 31 December 2015;*
-

The Proposed Plan has carried through the adopted minimum net site area of 400m², with a minimum average site size of 700m² for Urban Development Areas in the Hastings General Residential Zone (Rule 30.1.6A, Table 30.1.6A Minimum Site Sizes and Dimensions). This minimum and average site size has generally been achieving a density of around 12 dwellings per hectare to-date in greenfield growth areas within Hastings District (Arataki/Lyndhurst).

In order to facilitate a move towards a higher density in line with the RPS, it is proposed to retain the minimum net site area of 400m² but lower the minimum average site size to 600m² for the Howard Street development area¹². This will enable a range of housing types and configurations – accepting that development proposals for smaller net site areas or that result in a higher minimum average site size are not prevented, but will be subject to scrutiny through a resource consent process to ensure consideration of urban design principles and that acceptable amenity values are achieved.

There is often a tension between development goals (particularly for higher density development) and achieving quality urban design and maintaining and enhancing amenity values. It is the policy framework, rules and standards in the Proposed Plan, as well as the inclusion of the Howard Street Structure Plan and accompanying provisions, that will act to manage residential development of the Howard Street development area within an urban design framework, and in a way that maintains and enhances amenity values.

Of particular note, the Proposed Plan has introduced the concept of ‘comprehensive residential development’ and specifically provides for it in specific locations (Appendix 27 of the Proposed Plan). The Hastings General Residential Zone provisions in the Proposed Plan would provide for ‘comprehensive residential development’ in the Howard Street Urban Development Area as a ‘Discretionary’ activity (Rule GR22) as an area outside of the areas identified in Appendix 27 (a proposed amendment to Table 30.1.6A will also address subdivision of comprehensive residential developments). A discretionary activity status along with the set of specific performance standards and terms in 7.2.6E and specific assessment criteria in 7.2.7H of the Proposed Plan will enable such developments to be scrutinized to ensure they achieve good urban design outcomes.

¹² It is noted that should the signaled ‘lifestyle village’ proposal eventuate, this would likely assist in achieving a higher overall density across the entire growth area.

In specifically addressing the issue identified in Policy HSMAP4 of ensuring new development on arterial or collector roads is of high quality and contributes to pleasant streetscape, the Howard Street Structure Plan specifically includes requirement to set aside a landscaping strip for those properties along the Havelock Road edge of the rezoning area. This is proposed as a means to maintain streetscape amenity along Havelock Road, as an arterial road and main approach to Hastings, through the provision of visual relief.

Landscaping between the road and any fencing along the boundary will help to break up blank walls and lengths of fencing and/or noise reducing structures that may develop along the Havelock Road boundary as a result of residential development being purposely directed towards Howard Street, as well as a likely north-facing preference.

The need for this is further accentuated as result of the avoidance in the proposed Structure Plan of provision for any further accesses (or increased intensity of use of existing accesses) directly on to Havelock Road (refer section 7.4 below in respect of provision for road access into the Howard Street development area).

Residential zone provisions and subdivision rules and standards already contained in the District Plan (with some minor alteration, as proposed), and inclusion of the Structure Plan for the Howard Street development area, ultimately facilitates good urban design outcomes and ensures appropriate land development and subdivision infrastructure standards can be met.

7.3 Connectivity, Social Infrastructure and Open Space

Relevant RPS provisions:

-
- POL UD12** *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*
- c) Good, safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport;*
 - d) Location within walkable distance to community, social and commercial facilities;*
 - g) Provision for sufficient and integrated open spaces and parks to enable people to meet their recreation needs, with higher levels of public open space for areas of higher residential density;*
 - p) Provision of social infrastructure;*
- POL UD10.4** *Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:*
- c) How effective provision is made for a range of transport options and integration between transport modes;*
- AER UD3** *More compact, well-designed and strongly connected urban areas.*
- AER UD9** *Increased use of public transport and active transport modes (cycling, walking), reduced dependency on the private motor vehicle and reduced energy use.*
- AER UD13** *New development is appropriately serviced by wastewater, stormwater, potable water and multi-modal transport infrastructure.*
-

In response to POL UD12, the proposed rezoning area is within walking distance of various community, social and commercial facilities, including:

- schools (Parkvale School is within the rezoning area itself, and Karamu High School approximately 1km away);
- Windsor Park, which encompasses community playgrounds and sportsgrounds, as well as Splash Planet (less than 1km away); and
- suburban commercial shops in close proximity on Heretaunga St (Four Square on the corner of Windsor Ave, and suburban shops on the corner of Lumsden Rd) and a corner dairy on the corner of Windsor Ave and Louie St.

The Ministry of Education raised issues around ensuring any development incorporates the promotion of cycling and walking connections, and addressing existing traffic and parking issues in and around Parkvale School on Howard Street. Provision for vehicle, cycling and pedestrian linkages are addressed further in section 7.4 below.

There are two proposed road links in and out of the rezoning area off Howard St, and a number of proposed dedicated pedestrian/cycleway connections from the internal collector road through to Havelock Road and the proposed stormwater detention area. In terms of connectivity, the Structure plan includes incorporation of cycling and walking facilities within the internal roads, and provision for safe vehicular, cycling and walking connections to existing networks, including a dedicated link from within the development area to shared path on Havelock Road. The proximity and connection to existing public transport bus routes has also been considered (this is addressed further in section 7.4.3 below).

No new road connection is proposed through to Havelock Road, in an effort to ensure the continued safety and efficiency of Havelock Road, in line with Council's Havelock Road Corridor Management Plan (addressed further in section 7.4 below).

It is also noted that the Ministry of Education has identified potential issues around the capacity of Parkvale School to accommodate further students. It is likely that additional residential development as proposed may necessitate further consideration for the Ministry around student provision at Parkvale School and possible implications for other schools in the area.

In terms of provision of open space, the proposed Howard Street Structure Plan includes provision for an internal public neighbourhood reserve, with an indicative location central to the development area, within easy walking distance of all residents within the rezoning area. Council's Reserves Manager has indicated this reserve requirement for this size of development is between 3,000m² and 5,000m² in area.

The proposed stormwater detention area may also present further opportunities for accessible public open space within the rezoning area, and the proposed Structure Plan presents further expectations around provision of internal cycling and walking linkages to this area.

Therefore, Proposed Variation 3 (rezoning and insertion of Structure Plan) ensures good, safe connectivity within the area and to surrounding areas, by a variety of transport modes; provides for an appropriate level of social infrastructure; and is located within walking distance of adequate community, social and commercial facilities.

7.4 Transportation Effects

Relevant RPS provisions:

POL UD12 *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*

- c) *Good, safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport;*

POL UD10.4 *Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:*

- c) *How effective provision is made for a range of transport options and integration between transport modes;*

AER UD13 *New development is appropriately serviced by wastewater, stormwater, potable water and multi-modal transport infrastructure.*

A high level Transport Impact Assessment (TIA) was carried out by MWH Ltd to assess the impacts of the proposed Howard Street development area on the transport network (attached in Appendix B). A number of strategic long term planning documents influencing the provision of transport infrastructure in Hastings District, also informed the TIA and development of the Structure Plan for the Howard Street development area, including:

- The Heretaunga Plains Transportation Study¹³;
- The 2012-2042 'Regional Land Transport Strategy' for Hawke's Bay¹⁴;
- The 2011 'Beyond iWay: Hastings District Council Walking & Cycling Strategy'¹⁵;
- The 2011 'Heretaunga Street – Havelock Road Corridor Management Study and Plan'¹⁶

The following assesses the effect of the proposed Howard Street development area on the wider roading network, internal roading and traffic circulation, and provision for cycling and walking.

There are no significant transportation projects identified in the vicinity of the proposed development, either now or in the near future.

7.4.1 Roading Network

The proposed greenfield residential housing development is located south-east of Hastings CBD. It adjoins Havelock Road, which is the main road route between Hastings and Havelock North. No access is proposed from Havelock Road, only Howard Street.

The TIA determined that the majority of traffic generated will be travelling to and from Hastings CBD using Windsor Avenue and St Aubyn Street East, and therefore focused on these three roads. This has also been raised as a significant concern for a number of residents in the area during the community engagement process to-date, in terms of existing traffic congestion at peak times associated with the presence of Parkvale School.

The TIA determined that lower flow movements to Havelock North via St Georges Road and either Havelock Road or Ada Street and associated intersections are expected to be minor.

7.4.1.1 Howard Street/Windsor Avenue/St Aubyn Street

The TIA identifies the following features for *Howard Street*:

- classification as a 'District Collector Route' in the roading hierarchy;
- a speed limit of 50km/h, changing to 80km/h 500m from its intersection with Windsor Avenue (with the 80km/h speed zone designated as a 'Safer Speed Area' and signed as such);
- a two lane road with parallel parking on both sides of the road for most of the 50 km/h section;
- an estimated traffic volume of 1,600 vehicles (the HDC network traffic count database has one 2008 count for Howard Street of 1,550 vehicles, an 85th percentile speed of 58 km/h, and 3% HCV¹⁷);
- traffic calming road markings near Parkvale School at the northern end, along with appropriate signage;

¹³ 'Heretaunga Plains Transportation Study – Study Report', GHD, February 2012.

¹⁴ 'Regional Land Transport Strategy 2012-2042', Hawke's Bay Regional Council, 2012.

¹⁵ 'Beyond iWay: Hastings District Council Walking & Cycling Strategy', Hastings District Council, 2011

¹⁶ 'Heretaunga Street – Havelock Road Corridor Management Study and Plan', Opus International Consultants Limited, November 2011.

¹⁷ The count site location was located within the first 224m of the road, which is at the northern end of Howard Street.

- a small island at the give way intersection with Windsor Avenue (constructed in mid-2015), which permits space for pedestrians to wait and cross Howard St in two motions (a consequence of this island is that the space for vehicles exiting Howard Street has been constricted);
- a kea crossing is located outside the school 130m south of Windsor Avenue.

Windsor Avenue is characterized by the following features:

- classification as both a 'District Arterial Route' and a 'District Collector Route' (only the length between Heretaunga Street East and St Aubyn Street East is classed as a District Arterial Route);
- a speed limit along its entire length of 50 km/h;
- a two lane road with parallel parking and cycle lanes on both sides of the road as far as Ada Street;
- an estimated traffic volume of 4,500 vehicles (the most applicable traffic count shows a volume of 4,171, an 85th percentile speed of 50 km/h and 2% HCV¹⁸);
- traffic calming road marking near Karamu High School at the eastern end, where the road becomes Grove Road (approximately 750m east of the Howard Street intersection);
- a kea crossing is located in between the Howard Street and St Aubyn Street East intersections, including kerb extensions;
- the right turn is banned at the Heretaunga Street East intersection, so traffic heading towards Hastings CBD can't use Heretaunga Street East and instead uses St Aubyn Street East and other routes to reach the CBD.

St Aubyn Street East has the following features:

- classification as a 'District Arterial Route';
- a speed limit of 50 km/h;
- a two lane road with parallel parking and cycle lanes on both sides of the road;
- an estimated traffic volume of 6,000 vehicles (the most applicable traffic count shows a volume of 6,692, an 85th percentile speed of 51 km/h, and 3% HCV¹⁹);
- there is a give way intersection with Windsor Avenue. At the limit line, there is enough room for two vehicles to queue for a left and right turn.

The following points provide a summary of the outcomes of the Transport Impact Assessment Report in respect of impacts of the proposed Howard Street development area on the roading network:

- The TIA investigated the traffic impacts of 285 dwellings, including 3 new access ways onto Howard Street (being the two Structure Plan roads into the development, and a further access servicing the potential 'lifestyle village' proposal for 1239 Howard Street).
- The report focused on the impact of the traffic generated by the proposed development (when fully occupied) on the Windsor/Howard and Windsor/St Aubyn Street East intersections during the AM and PM peak periods, and involved transportation modelling as well as traffic surveys (for ground-truthing).
- The traffic surveys conducted showed an existing queuing problem on Windsor Avenue during the AM peak period, caused in most part by the kea crossing in between the

¹⁸ This count site location is located between the St Aubyn Street East and Haig Street intersections.

¹⁹ This count site location is located between the Windsor Avenue and Terrace Road intersections.

two T-junctions. The knock on effect of Windsor Avenue traffic queuing was the two side road intersections would sometimes become blocked by this traffic. These queues soon disappeared once the kea crossing was not activated.

- With an estimated 214 additional vehicles using the two intersections when the development was fully occupied, it is expected that existing queues on Windsor Avenue would only deteriorate.
- The PM peak period posed much less of a concern, as the afternoon traffic and pedestrian generated by Parkvale School has dispersed well before 16:00.

Essentially, the TIA identified that there is an existing vehicular congestion issue on Howard Street, associated with the operation of Parkvale School particularly in the morning peak, and that additional vehicles associated with full development of the proposed Howard Street development area would serve to worsen this existing situation. However, the proposal to develop this area offers considerable opportunity to improve the current situation, and three main recommendations were made to address this in the TIA, as follows:

1. *The need for two shared path facilities (rather than one) that connect from the proposed development to the Havelock Road shared path (at the northern and southern ends of the proposed development).*
2. *The location of the kea crossing on Windsor Avenue would need to be reviewed. It is already causing queuing problems in the base scenario, so these queues would only become worse if the development was to proceed. Options include moving it east of the Howard Street intersection or west of the St Aubyn Street East intersection. This would need to be discussed with the school as either option would disadvantage some school children.*
3. *School crossing and parking at northern end of Howard Street. There is a need to eliminate two parking spaces near the Windsor Avenue intersection, to allow more left-turn vehicles to access the limit line and not be delayed by a right-turn vehicle (lower volume movement). Also it is important to monitor the behaviour of pedestrians at the new pedestrian island crossing at this intersection, particularly in the morning when any development traffic is going to have the largest impact combined with school traffic. If there are concerns with traffic speeds near the school, a 40 km/hr zone should be investigated to operate prior to and after school hours.*

These recommendations can be actioned as required, and would sufficiently address both existing, and the potential for future worsening of, traffic congestion issues.

7.4.1.2 Havelock Road

Havelock Road is a busy two lane road with a traffic volume of approximately 19,000 vehicles per day (vpd), which connects Hastings with Havelock North. The road is already heavily congested during peak hours and is close to approaching saturation volumes during these periods.

In terms of strategic planning considerations, the TIA identifies that the proposed development aligns well against the 'Heretaunga Street – Havelock Road Corridor Management Plan' (CMP)²⁰, by not creating additional access onto Havelock Road.

The CMP was adopted by Council in 2011, and encompasses a 'vision' for the route as a 'multi-modal transport corridor'. It outlines a comprehensive plan for the management of the corridor to achieve this vision and ensure the continued effective and efficient operation of the corridor to 2045. Careful consideration of the appropriateness of adjacent land use, and in particular traffic entry and egress to the corridor, is seen as critical to achieving this vision.

²⁰ 'Heretaunga Street – Havelock Road Corridor Management Study and Plan', Opus International Consultants Limited, November 2011.

The CMP describes the route as follows:

'The Heretaunga Street East-Havelock Road corridor is Hastings District's second busiest commuter corridor and a key strategic link important to the local community and the economy. This corridor is coming under increased pressure from traffic growth and in additions in the middle of areas identified by future growth planning as likely to accommodate significant population growth and development. Without planned management cognisant of project land use changes, development, and growth the corridor is likely to become less efficient and increasingly deliver a reduced level of service.' (pg 14)

Havelock Road is currently congested and forecasted to get busier, so it would be unlikely to cope well with an additional 150-250 vehicles trying to use it during the peak hours²¹.

A number of stakeholders also raised concerns about the traffic volumes and safety of Havelock Road, and potential for creation of rat runs through the development as an issue, including the Ministry of Education in terms of potential safety concerns for Parkvale School students.

The CMP contains a number of principal recommendations, with the following of particular relevance:

- R.4 *INITIATE ENVIRONMENTAL ENHANCEMENTS*
 - 24. *Pedestrian and Cycle priority enhancements at urban intersections (closure of some intersections onto the corridor for vehicles).*
 - 25. *Elimination of some right-turn movements (conflict with cyclists).*
 - R.5 *SPECIFIC ENHANCEMENTS FOR MORE CONVENIENT CONNECTIONS TO OTHER LINKS AND MODES*
 - 35. *Ensure that commercial activities show strong bias toward public transport, walking and cycling, and vehicle and service access is to the rear off the corridor.*
 - R.6 *SPECIFIC RECOMMENDATIONS FOR CYCLING*
 - 37. *Safety (segregation from traffic, lighting, address deep roadside drain, personal safety).*
 - 38. *Direct and Continuous route.*
 - 44. *Minimal intersections and slow-down points.*
 - R.7 *SPECIFIC RECOMMENDATIONS TO ENHANCE WALKING*
 - 37. *Safety (segregation from traffic, lighting, address deep roadside drain, personal safety).*
 - 38. *Direct and Continuous route.*
- (Part A, pgs 16-17)*

The CMP confirms that *'while staged improvements to the corridor might address factors such as 'right-turn movements', new developments that result in increased side-friction should be avoided, with such developments encouraged to provide direct walking and cycling access to the corridor, and vehicle access from side-roads'* (pg 77, CMP). Accordingly, the proposed Howard Street Structure Plan has all new vehicular access from the development area directed to Howard Street.

7.4.2 Internal Roading & Traffic Circulation

The Howard Street Structure Plan shows two road access points to reach the internal network of the development. The main road throughout the development would likely be classed as a 'local access road' in terms of Council's roading hierarchy.

Two road access points facilitates access to all land within the development area; provides for safe and efficient traffic circulation throughout the development area; and ensures continued access in and out of the development area in the event of emergency services needing to close the road at any stage.

²¹ Section 9 Strategic Planning Considerations, 'Howard Street Housing Development - Transport Impact Assessment', MWH, 2016

The first main access road is proposed near Parkvale School (contained just within the property at 1239 Howard Street along its boundary with the school). The TIA has identified that this may need a right-turn bay on Howard Street as it may experience a greater volume of traffic turning in (from Hastings direction) due to it being the first access way traffic will approach.

The proposed second main access to the south of the development (contained just within the property at 1259 Howard Street alongside its boundary with 1245 Howard Street) is close to the 50/80 km/hr speed limit boundary. The TIA recommends that speeds of traffic coming from the south will need to be monitored, and that this could mean that threshold treatments into the 50 km/h area might be necessary.

The TIA also incorporated the impact of a potential third access road onto Howard Street proposed as part of the anticipated 'lifestyle village' development concept for 1239 Howard Street. This would act as a gated community, and the TIA has indicated that such a development might also need a right-turn bay on Howard Street.

Selection of the two road access point locations was deliberate, taking into account impacts on the functioning and safety of Howard Street itself, ability to access the entire development area, the location of existing property boundaries, amenity for adjacent land and properties on the opposite side of Howard Street, as well as impacts on Parkvale School.

The Ministry of Education's concern around the effect of the first main access road running directly along the school's southeastern boundary, in terms of noise for classrooms along that boundary and in terms of student safety, has been noted. This road access location selected is anticipated to facilitate addressing of some of the existing school traffic congestion alongside Parkvale School through the ability to design the road to provide for additional parking and cycle/walkway connections etc. within the resulting road reserve. There is also the ability for consideration of setback of the road from existing classrooms as part of detailed road design.

It is acknowledged that the two most affected landowners in respect of the location of the second road access (1259 & 1245 Howard Street) have voiced concern around effects of the presence of such a road on their amenity values, and have indicated a preference for an alternative location. This eastern-most road access was selected as it aligns with the most efficient location for new wastewater infrastructure connections identified within the proposed Howard Street Structure Plan through to Ada Street and, by following an existing property boundary, was seen as minimising direct impact on these properties.

7.4.3 Cycling & Pedestrian Provision

The TIA determined that the existing local residential streets in the area are well serviced by footpaths and cycle facilities.

The residential areas adjoining the site generally provide footpaths for pedestrians on both sides of the road. However, an adjacent section of Howard Street has no footpath on the western side, due to the semi-rural nature of the road.

Whilst there are on-road cycle lanes on both sides of the road for Windsor Avenue, St Aubyn Street East, and Heretaunga Street East, and a 3.0 metre wide shared path on both sides of Havelock Road all the way to Havelock North, there are no cycling facilities currently provided on Howard Street.

The western side of the Havelock Road shared path was opened in March 2016, to accompany the previously completed eastern side shared path (which runs along the length of the proposed Howard Street development area). Provision of the shared path facilities was one of the items to arise from the 2010 Corridor Management Plan (CMP) for Havelock Road.

There are no current pedestrian or cycle facilities within the proposed development site due to the site presently being mainly rural land.

Hastings District was one of the first walking and cycling model communities with support funding from the New Zealand Transport Agency (NZTA). Model communities are urban environments where walking and cycling are ultimately offered to the community as the easiest transport choices by:

- » developing direct, connected and convenient walking or cycling networks;
- » improving safety for walking and cycling;
- » improving awareness of walking and cycling opportunities; and
- » monitoring effectiveness and improving level of service over time.²²

Ongoing improved provision for cycling and walking is a feature of Council's strategic transportation and planning documents. Provision for safe cycling and walking facilities linking to Parkvale School was also identified as being of particular importance to the Ministry of Education.

The proposed Howard Street Structure Plan specifically incorporates provision for cycling and walking connections to the shared path on Havelock Road and through to Parkvale School and beyond, and also provision to connect to the proposed stormwater detention area if this is ultimately adopted as additional public open space. Further, there are specific outcomes contained in the Structure Plan around incorporating cycling and walking facilities within the development area.

The location of the pedestrian and cycling linkage to the shared path on Havelock Road towards the northern end of the development area, has been selected to provide close links through to the proposed reserve within the development area and to Parkvale School. It also provides an effective route for future residents to access the shared path and proceed to the local shops and closest bus stops on Heretaunga Street East near Lumsden Road (which serves Bus Routes 11 & 21 which connects Hastings and Havelock North) and on Terrace Road (which serves Bus Route 17 which circulates Hastings).

It is noted that the TIA identifies that Howard Street would need to be upgraded to incorporate cycling facilities which do not currently exist²³.

The above confirms that the proposed rezoning can effectively and safely connect to the transportation network by a variety of transport modes, and can provide for the integration and safe transfer between modes of transport. It also accords with Council's long-term strategic vision for the Heretaunga Street – Havelock Road corridor.

²² 'The Walking and Cycling Model Community Story with New Plymouth and Hastings', NZTA, July 2013

²³ Section 8.2 Future Road Safety Impacts, 'Howard Street Housing Development - Transport Impact Assessment', MWH, 2016

7.5 Services Infrastructure

Relevant RPS provisions:

-
- POL UD12** *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*
- a) *New Zealand Standard NZS4404:2010 Land Development and Subdivision Infrastructure, and subsequent revisions;*
 - f) *Provision for the maintenance and enhancement of water in waterbodies, including appropriate stormwater management facilities to avoid downstream flooding and to maintain or enhance water quality;*
 - k) *Provision for low impact stormwater treatment and disposal;*
 - n) *Effective and efficient use of existing and new infrastructure networks, including opportunities to leverage improvements to existing infrastructure off the back of proposed development;*
 - o) *Location and operational constraints of existing and planned strategic infrastructure;*
- POL UD10.4** *Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:*
- a) *The infrastructure required, and when it will be required to service the development area;*
 - b) *How development may present opportunities for improvements to existing infrastructure provision;*
 - d) *How provision is made for the continued use, maintenance and development of strategic infrastructure;*
 - e) *How effective management of stormwater and wastewater discharges is to be achieved;*
- AER UD7** *Efficient utilisation of existing infrastructure.*
- AER UD8** *Efficient utilisation of infrastructure which has already been planned and committed to by a Local Authority (e.g. by funding) but not yet constructed.*
- AER UD10** *Planned provision for, and protection of, infrastructure to support existing development and anticipated urban growth in defined growth areas.*
- AER UD11** *Urban activities and urban development maintains groundwater and surface water quality and habitat health.*
- AER UD13** *New development is appropriately serviced by wastewater, stormwater, potable water and multi-modal transport infrastructure.*
-

High level Services Assessments were carried out by Council engineers to assess the water, wastewater and stormwater infrastructure requirements for the proposed Howard Street development area, and implications for existing infrastructure networks and long term capacity improvements planned for Hastings (attached in Appendix C).

The Services Report (attached in Appendix C) addresses:

- the infrastructure required, and when it will be required to service the development area;
- how development may present opportunities for improvements to existing infrastructure provision;
- how provision is made for the continued use, maintenance and development of strategic infrastructure;
- how effective management of stormwater and wastewater discharges is to be achieved.

The requirements for the proposed Howard Street development area, and constraints associated with existing and planned infrastructure, have been addressed, and are summarised for each infrastructure service below.

The Services Assessments conclude that the proposed rezoning can effectively and efficiently connect to the existing water supply network, can address stormwater through low impact treatment and disposal via a dedicated detention area that achieves stormwater neutrality, and provides for linkage to additional public wastewater infrastructure that can be further linked to future wastewater infrastructure upgrades proposed.

Along with the servicing standards and assessment criteria contained in Chapter 30.1 Subdivision and Land Development, and in Chapter 7.2 Hastings Residential Environments, of the Proposed Plan, the proposed Howard Street Structure Plan also incorporates specific Performance Standards and Outcomes proposed to further ensure that servicing is achieved in line with the recommendations in these Services Assessments.

7.5.1 Water Infrastructure

The water supply network currently extends both sides of the proposed development area along Howard Street and Havelock Road. Network modelling has confirmed that there is sufficient spare capacity and pressure available to meet the anticipated residential demand across the entire development area and confirms that firefighting capacity is available to comply with the NZ Fire Service Code of Practice for Firefighting Water Supplies (SNZ PAS 4509:2008).

Watermain extensions will be required along Howard Street and a possible link main to join the Howard Street and Havelock Road mains may be implemented to improve resilience and ensure firefighting capacity is reinforced.

There are no other infrastructure upgrades anticipated. Internal service mains and connections will be located within the road corridor and constructed in accordance with Council's Engineering Code of Practice (ECOP).

7.5.2 Wastewater Infrastructure

Wastewater services only extend along Howard Street between Windsor Avenue and Palmer Place. There are no wastewater services within Howard Street beyond Palmer Place and existing residential properties to the north are serviced via a public wastewater main located within private property. The local network currently drains via the Louis St wastewater catchment.

Increased wastewater flows from the proposed development area will require new infrastructure and modelling work has identified that the Louis Street catchment is at capacity therefore the ability to gravitate via this catchment and pump station is not possible. The Parkvale area is essentially fully developed and the infrastructure that is in place is sized appropriately and meeting the intended level of service for the existing catchment demand. The provision for extensions beyond the current residential boundary in this area has not previously been accounted for in the infrastructure build programme.

The Howard Street development proposal is a relatively new initiative in terms of planning for future infrastructure services and HPUDS has been the primary guiding document for determining where future infrastructure demands may be required. The ability to continue to gravitate wastewater also becomes a limiting factor as you extend further away from the primary capacity nodes. This then necessitates pumped solutions that increase capital costs and future maintenance requirements.

Council's wastewater network model was used to evaluate a range of wastewater options in order to determine the most suitable option based on effectiveness, infrastructure efficiency and cost (refer to attached report in Appendix C).

The preferred solution is to pump wastewater to the Park Road sewer rising main which necessitates a local pump station within Howard Street and a rising main along Howard Street and St Aubyn Street East ultimately discharging at Park Road. Discharge to Park Road is necessitated due to the lack of any spare capacity in the Louis Street and Hood Street (downstream) network and the extent of new or upgraded infrastructure that would be required to facilitate this option.

While existing wastewater infrastructure is within close proximity to Howard Street, it is at capacity and the ability to accept any increase in flows is not possible with sewer overflows being an inevitable outcome. Council has, as part of its renewals programme, a number of network upgrades in the Park Road system and this has provided an opportunity to include additional capacity to cater for increased flows from Howard Street and from infill housing that has been occurring over time. This is considered to be an efficient use of existing infrastructure as there is minimal cost involved in upsizing pipes due to the construction costs already being accounted for in the intended renewals work.

The proposed infrastructure has only been sized to accommodate wastewater flows from the new Howard Street development area. Consideration was given to upsizing the infrastructure to provide for further expansions in the immediate area however there are no plans by Council to allow residential growth beyond Howard St.

It is important to note that the wastewater assessment did consider the opportunity of developing a more extensive and entirely new wastewater route to provide a long-term future option, potentially improve existing network connectivity and avoid having to rely on pumping but this would have required a significantly greater upfront capital investment, extended the timeframes for being able to establish services to Howard St and was not deemed to be financially viable.

Internal services will be located within the road corridor and gravitate to a new pump station location either adjacent to 1245 Howard Street or within the proposed development area as presented in the accompanying report in Appendix C.

Local infrastructure will be constructed by developers in accordance with the structure plan and to the appropriate ECoP standards prior to assets vesting with Council and ensures that the new infrastructure will function to the intended level of service and minimize maintenance and operational costs.

7.5.3 Stormwater Infrastructure

The primary objective in stormwater management is to minimise any impacts of flooding on the downstream network and to ensure that stormwater quality is not adversely affected. New residential areas create the potential for additional stormwater to be generated over and above the currently undeveloped land through the introduction of impermeable surfaces such as roofs, roads, footpaths and paved areas.

Stormwater services need to consider the impacts of development on water quantity and quality up to the design criteria within the ECoP which is largely based on NZS4404: 2010 Land Development and Subdivision Infrastructure. Council's design specifications for stormwater require up to a 1 in 5 year rain event to be contained within a piped network and consideration for control of overland flow in a 1 in 50 year rainfall event.

Council's Best Practice Design Guide for Subdivision and Infrastructure Development compliments the ECoP and provides guidance for developers to ensure that any new subdivision, or the upgrading of roads or other infrastructure (such as stormwater drains) enhances the quality of the built environment in the Hastings District.

The implementation of low impact sustainable practices in accordance with the ECoP ensures that stormwater solutions are targeted and appropriate for the intended development and all urban residential developments are required to comply with the specifications within the ECoP for bulk services and individual lot developments that are connecting to those services. These measures include onsite detention for mitigation of stormwater runoff from individual sites that exceed the maximum permitted runoff. Treatment is not typically required for discharges from residential lots however the receiving infrastructure that services the carriageways employs standard treatment via sumps to assist in removing solids, sediments, metals and hydrocarbons.

The Howard Street development area is currently not serviced by the urban stormwater network. The eastern boundary of the proposed rezoning is bordered by the Riverslea Drain which conveys urban stormwater from the south eastern catchments of Hastings to the Karamu Stream. The Riverslea Drain is managed by the Regional Council as part of the Heretaunga Plains drainage scheme however ownership would transfer to Hastings District Council once urban stormwater services were in place.

The development area slopes gently in a south easterly direction towards Havelock Road and the Riverslea Drain. There is a rudimentary roadside swale in Howard Street which conveys minor stormwater flows to the Riverslea Drain but this swale is inadequate to cater for increased flows generated from residential development without significant upgrading. Stormwater from existing residential properties on the northern side of Howard Street discharges to the Windsor Drain via the urban stormwater system and is a separate catchment. There is no capacity to permit stormwater from the Howard St development to discharge to the Windsor Drain.

Capacity is constrained in the Riverslea Drain downstream of Havelock Road and the wider network is susceptible to backwater effects when the Karamu Stream is in flood. These effects cause ponding to land within and adjacent to the Howard Street development area, and this flooding and inundation can remain for several days until levels in the Karamu Stream recede. In shorter duration events this flooding is unlikely to occur as the Karamu Stream is not influenced by high intensity short duration rain events. It is possible that temporary ponding could occur as a result of infrastructure capacity being exceeded with overland flow areas operating to manage conveyance to the Riverslea Drain.

The proposal for providing upgraded urban stormwater services requires a combination of a new pipe collection system, surface water swales and detention adjacent to the Riverslea Drain. Stormwater infrastructure would be constructed within road corridors to provide primary in pipe flows and the road designed to manage overland flows in exceedance storm events without impacting on adjacent properties up to the design storm.

A swale is also proposed alongside the Havelock Road boundary to ensure that stormwater generated from the road is directed away from properties. This swale will provide enhanced treatment of road stormwater to capture and contain sediments and contaminants prior to discharge to the Riverslea Drain.

A stormwater detention area is proposed to be constructed adjacent to the Riverslea Drain encompassing approximately 1.2 hectares of land. This detention area will provide sufficient storage to cater for a 1 in 50 year rainfall event and will be designed to ensure that any downstream effects are minimized. There is also an opportunity to incorporate the current flood hazard within the detention area thereby reducing or eliminating the current ponding that occurs on this land enabling residential development to proceed. This will require consideration of any internal roads and servicing needs to ensure an appropriate solution is found.

It is proposed that the section of the Riverslea Drain adjacent to the Howard St development area becomes part of the Hastings urban stormwater network. Council holds a global resource consent for the various discharges from the Hastings network and it is envisaged that this development will be added to and administered under that consent upon rezoning being granted. Existing consent conditions require a suite of monitoring and reporting parameters to ensure that discharges comply with Regional Council rules and supports key regional objectives in regard to minimising stormwater impacts on the wider drainage network, and in maintaining and enhancing water quality in the receiving environment.

The above confirms that the proposed rezoning can effectively and efficiently connect to existing public infrastructure and can be appropriately serviced for water, wastewater and stormwater.

The proposed Structure Plan also ensures effective management of wastewater and adoption of low impact stormwater treatment and disposal, in a way that protects water quality and avoids downstream flooding.

7.6 Effect on Versatile Soils

Relevant RPS provisions:

<i>AER UD1</i>	<i>Availability of sufficient land to accommodate population and household growth, as and where required, while retaining versatile land for existing and foreseeable future primary production.</i>
<i>AER UD5</i>	<i>Encroachment of urban activities (residential, commercial, industrial) onto the versatile land of the Heretaunga Plains is confined to defined greenfield growth areas within specified urban limits.</i>
<i>AER UD6</i>	<i>The retention, as far as is reasonably practicable, of the versatile land of the Heretaunga Plains for existing and foreseeable future primary production.</i>

‘Soil type’ represents a unique combination of chemical, physical, biological and mineralogical characteristics and site features. Soil type classifications are often designated by a geographic name and/or topsoil textural and depth qualifier.

Soil maps indicate the Howard Street area as exhibiting Class 13s soils, with a portion of the area closer to the Awahou/Riverslea Drain as Class 19 soils. Class 13s soils are described as ‘30-45cm silt loam/clay loam on sand (imperfect WT 60-75cm – Karamu)’. Class 19 soils are described as ‘>30cm clay loam on silt loam (poor WT <30cm – Moteo)’.

The Land use capability (LUC) system classifies land according to those properties that determine its capacity for long term sustained production. Capability is used in the sense of suitability for productive use after taking into account the physical limitations of the land.

The Karamu and Moteo soils generally have a Land Use Capability (LUC) 1 – 3²⁴. LUC classes 1-4 are described as having long term capability to sustain a wide range of productive uses from arable cropping and horticulture, to pastoral grazing and production forestry²⁵, and are therefore considered highly versatile soils.

“...13 (and 13s) Karamu soils are versatile and highly productive.

Their inherent fertility, good water holding ability and (with artificial drainage as required) rooting depth make them productive and versatile. They are able to successfully support a wide range of crops including permanent orchard plantings as well as field cropping.

²⁴ ‘Versatile Soils – Productive Land’, Report for Hawke’s Bay Regional Council, 14 June 2011, Page Bloomer Associates Limited

²⁵ ‘Landuse Capability Handbook, A New Zealand Handbook for the Classification of Land, 3rd Edition’, 2009, Landcare Research New Zealand Ltd

The capability of 13 and 13s Karamu is limited by the noted drainage limitations, which can be effectively addressed”²⁶

Rezoning of the Howard Street area from Plains Production Zone to an urban residential zoning will, therefore, lead to an inevitable loss of an area of productive and versatile soils on the Heretaunga Plains. This is unavoidable.

However, this area has already been signaled for greenfield residential growth through HPUDS & through inclusion in the RPS. As outlined in section 3.2 of this report, HPUDS adopted a ‘compact development’ scenario for the Heretaunga Plains by 2045 – with defined urban limits; higher density development and intensification over time, as a means to limit encroachment onto the versatile soils of the Heretaunga Plains. In other words, development that is carefully managed, with future growth occurring largely off the Plains.

Greenfield growth areas in HPUDS (and ultimately adopted in the RPS) were selected based on the ensuring supply of sufficient greenfield land to cater for household growth projections but with higher density and intensification to be achieved over time. They are areas representing the following characteristics:

- Soils of lesser versatility; or
- Productive capacity has been compromised;
- Clear natural boundaries exist; or
- Logical urban edge greenbelts can be created;
- Greenbelts could provide opportunities for walking and cycling connections;
- Sites support compact urban form, can be serviced at reasonable cost and integrated with existing development.²⁷

The area proposed for rezoning (extending to the Awahou/Riverslea Drain) is an area where productive capacity is considered somewhat compromised due to the proximity of the Hastings urban area and fragmentation into small blocks of land (this was also the feedback from some of the current landowners within the area).

The Awahou/Riverslea Drain itself presents a clear natural boundary and, with the proposed stormwater detention area, presents the ability to create a logical urban edge greenbelt that can also provide opportunities for walking and cycling connections.

Finally, the area has been confirmed (refer section 7.5 above) as able to be serviced at reasonable cost and integrated with existing development.

The long term strategy for urban growth over the Heretaunga Plains adopted through HPUDS and the RPS recognizes that the loss of productive land will inevitably occur on the fringe of Hastings City in order to provide for urban growth that does not compromise the greater Heretaunga Plains soil resource for food production. Given this, the loss of this (arguably somewhat already compromised) area of versatile soils is a necessary and unavoidable consequence of providing for long term urban growth in Hastings.

²⁶ Extract from pg 3 of ‘Omahu Road Industrial Zone Submissions: Soils assessment’, a report prepared for Hastings District Council, January 2013, Page Bloomer Associates Ltd

²⁷ HPUDS 2010, pg 57

7.7 Reverse Sensitivity Effects

Relevant RPS provisions:

-
- POL UD12** *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*
- l) Avoidance, remediation or mitigation of reverse sensitivity effects arising from the location of conflicting land use activities;*
-

Reverse sensitivity applies to situations where a potentially incompatible land use is proposed to be sited next to an existing land use. The expansion of the urban environment may increasingly result in conflict at the urban/rural interface (e.g. amenity standards expected by new residential dwellers could place constraints on existing permitted rural activities such as orchard operations), but also in respect of introducing noise sensitive activities adjacent to existing arterial roads. Typically, concerns largely revolve around noise, agricultural use, odour, and the visual effects of rural production operations.

7.7.1 Right to Farm

Existing rural activities may have effects beyond the site boundaries that may not be able to be completely avoided or mitigated, however it is reasonable to expect that existing rural activities are able to continue to operate within the environmental limits provided for in the district plan.

As a result of rezoning Plains Production Zone to an urban zoning, there is a very real risk of exacerbating or creating new urban/rural interface conflicts. In fact, this was identified as a potential issue in the original assessment of the Howard Street growth option site in HPUDS 2010:

- *Howard Street*

The site in Howard Street is a 14ha area of land which is immediately adjacent to the Parkvale School and surrounded by existing urban development on three sides. There is therefore an incompatibility between rural use of the land and the adjoining school. The soils are silt/clay loam with imperfect drainage and held in small titles with dwellings and therefore mainly in rural lifestyle use. It is appropriate to mitigate the incompatibility of those land uses and use the opportunity to square up the urban boundary and create a clearly defined urban edge by means of a reserve held in the ownership of Council. There is a potential natural boundary further to the east in the form of the Awahou Stream, but a less distinct boundary to the north if development were to encroach that far.

Development as far as the stream under the strategy assumptions and principles could undermine public confidence in terms of promoting the protection of versatile soils for productive purposes, intensification and compact urban footprint, and is not considered necessary within the planning period.²⁸

The Proposed Plan addresses reverse sensitivity effects comprehensively in terms of enabling ‘the right to farm’. This is clearly articulated in Chapter 2.8 Rural Resource Strategy, as follows:

2.8 RURAL RESOURCE STRATEGY

2.8.2.2 Managing Reverse Sensitivity Effects (Enabling “The Right to Farm”)

Where there is a greater range of land uses the potential for conflict between the land uses increases. This has been witnessed with the significant increase in the number of residential lifestyle sites that have been created in the rural area since the time that the previous District Plan was made operative in 2003. The District Plan will need to determine what level of amenity it will adopt in rural areas. In this sense amenity means how noise levels, odour strength, air quality and visual appearance may detract from or contribute to the overall pleasantness and attractiveness of the rural environment. Therefore, high rural amenity levels are characterised

²⁸ HPUDS 2010, Appendix 8.8 Assessment of Growth Option Sites

by low levels of unnatural noise and odour, clean air and a pleasant visual appearance. However, the inherent nature of primary production activities, means that intermittently high noise levels will be produced when agricultural machinery is being used, including rural airstrip use, stock is being moved or held, or crop protection mechanisms are activated. These activities may also result in increased odour levels and reduced air quality. Therefore, current amenity levels in the rural areas of the Hastings District are characterised by fluctuations in noise and odour levels, air quality and visual appearance due to both routine and seasonal primary production management practices.

Enforcing excessively high amenity levels without regard to these fluctuations may lead to established management practices and activities becoming unsustainable, thereby undermining the very activities that generate attraction into the area. The 'Right to Farm' recognises that there are well established 'amenity levels' associated with the principal activities of the area, and that new or emerging activities must acknowledge these amenity standards, as part of the ongoing operation and development of the rural resources of the Hastings District. It further recognises that non-land based activities must integrate their amenity expectations with those which are reasonably achieved in the rural environment. This does not suggest that the community should not expect to see the agricultural sector improve its amenity performance nor does it remove the duty in Section 17 of the Act to avoid, remedy or mitigate the adverse effects of an activity. The District Plan should therefore ensure that the Best Practicable Options are utilised to ensure that amenity levels are maintained and improved over time throughout the Hastings District. Best Practicable Option in the Plan means, in addition to its meaning under the Act, the use of the most effective and efficient industry practices given available technology.

2.8.2.3 Pressure on the Rural Resource Close to Urban Centres

There is significant pressure on rural land close to the urban centres of Hastings and Havelock North to accommodate additional residential, commercial and industrial activities. This demand is generated from activities which seek to complement the agricultural activities in the area, and from those which desire to utilise the rural ambience, or increase their marketing profile by locating on selected high traffic routes through the rural area. This reflects lifestyle and marketing preferences by the business community. In addition there is a general pressure to expand urban boundaries onto the adjoining rural area. While some accommodation of these is inevitable, it should not be allowed to occur in an ad-hoc manner but rather as part of a wider integrated strategy for urban development. This has been achieved by means of the Heretaunga Plains Urban Development Strategy which establishes a clear urban boundary for Hastings.

The area under the most direct pressure corresponds largely to the land immediately beyond the urban periphery, and land located between existing urban centres. If the conflicting demands are not carefully managed, there are likely to be increasing amenity conflicts which will weaken the ability to efficiently and economically manage the physical resources of the area, and damage the long term sustainability of the resource base. The District Plan must set a clear strategy to manage the demand pressure for urban activities which reflects the community's need to balance the future of both its urban and rural components.

Areas further beyond the immediate urban area are less prone to major development pressure, but are also generally more able to accommodate the loss of land and manage any potential effects generated by activities. The District Plan has developed policies that reflect the potential impact, and the level of threat to the resources of the Hastings District.

2.8.3 ANTICIPATED OUTCOMES

RRSAO5 Maintaining and enhancing rural character and amenity including avoiding reverse sensitivity effects.

Further to this, Chapter 6.1 Plains Strategic Management Area includes the following relevant policy:

6.1 PLAINS STRATEGIC MANAGEMENT AREA

PSMP5 Establish clear and distinct urban boundaries to prevent incremental creep of urban activities into the Plains Production Zone. Explanation The Heretaunga Plains Urban Development Strategy (HPUDS) identified that future urban development must be cognisant of the value of the Plains versatile resource to the District and that it was important to identify distinct urban boundaries. HPUDS has recommended where growth is appropriate and where it is not. The Regional Policy Statement has implemented these recommendations.

Land uses occurring on adjacent Plains Production Zone land currently comprise primarily of orchards, with some limited rural processing, storage and packaging activities and limited commercial enterprises.

Through consultation, feedback was received from one of the orchardists ('Telegraph Hill') who specialise in the growing and processing of olives. They had concerns with residential encroachment affecting existing operations of Horticultural spraying, noise, events held, heavy truck traffic etc. They have not made any specific requests at this stage other than raising their concerns.

As part of the Howard Street rezoning, the area would be identified in the District Plan as an 'Urban Development Area'. Special building setbacks for Urban Development Areas are provided for in the Hastings Residential Environment, which would be similarly applied to the Howard Street Urban Development Area, as follows:

7.2 HASTINGS GENERAL RESIDENTIAL ENVIRONMENT

7.2.5G SPECIAL BUILDING SETBACKS

(b) Urban Development Areas (Appendix 2 Figure 1)

Residential buildings shall be erected a minimum distance of 30 metres from a Plains Zone boundary or a minimum distance of 10 metres from a road which provides the boundary between a residential and Plains Zone.

Outcome

An open space buffer will be provided which maintains on site and neighbourhood amenity

This will effectively result in a front yard setback requirement of 10 metres for any future residential development of the land at 1259 Howard Street which, in combination with the 20 metre road reserve, will achieve a 30 metre buffer between any residential dwellings within the Howard Street Urban Development Area and activities occurring on the adjacent Plains Production zoned land to the north. The same would apply to the length of the rezoning along Havelock Road, where a 10 metre setback requirement, in combination with the 20 metre road reserve, will similarly achieve the 30 metre buffer.

Extending the zone boundary to the Awahou Drain/Riverslea Drain presents an opportunity to utilize a natural boundary to establish a clear defined urban edge (as recognised in the HPUDS assessment above). This 'separation' is further strengthened with the incorporation of the proposed stormwater detention area as part of the Howard Street Structure Plan for adoption as part of this plan variation. The stormwater detention area combined with the Awahou Drain itself, will effectively present a 50 metre minimum open space buffer between residential development and Plains Production Zone – well in excess of the 30 metres signaled in the Proposed Plan.

The policy direction and open space buffer requirement in the Proposed Plan is expected to sufficiently mitigate any potential urban/rural interface issues associated with the rezoning and subsequent residential development of the Howard Street development area.

7.7.2 Reverse Sensitivity associated with 'Intensive Rural Production' Activities

In assessing nearby land use activities, there is one existing 'intensive rural production' activity identified within close proximity of the Howard Street development area, to the east of the rezoning at 418 St Georges Road. This activity is associated with greenhouses for the growing of seedlings (Resource Consent RMA20050030).

As for addressing interface issues above, proximity of residential activities to intensive rural production activities is similarly addressed in the Proposed Plan in terms of a setback/buffer requirement, as follows:

6.2 PLAINS PRODUCTION ZONE

6.2.8D ACTIVITIES ESTABLISHING WITHIN THE YARD REQUIREMENTS (SET BY RULE 6.2.6A) OF A BUILDING KNOWN TO BE USED FOR INTENSIVE RURAL PRODUCTION

In assessing Resource Consent applications for potentially incompatible activities seeking to establish within a 400m buffer area around an existing building known to be used for intensive rural production, or within 150m of an intensive rural production activity involving organic matter and effluent storage, treatment and utilisation Council will have regard to the following effects and to what extent, and by what means, these are able to be avoided, remedied or mitigated:

- (a) The likelihood of the proposed activity to generate reverse sensitivity effects on the intensive rural production activity, and the potential impact these may have on the continuing effective and efficient operation of the intensive rural production activity.*
- (b) The extent to which alternative locations have been considered.*

The existing activity on 418 St Georges Road is at approximately 300 metres to the east of the Awahou/Riverslea Drain (the eastern extent of the proposed urban development area).

Any future 'intensive rural production activity' would also be subject to a setback requirement from the Howard Street development area, as follows:

6.2.6A INTENSIVE RURAL PRODUCTION

1. Minimum Yards and Setback Distances

(a) Buildings housing animals reared intensively and Yards accommodating animals reared intensively shall be located a minimum distance of:

- (i) 150 metres from a residential building, or any building being part of a marae, place of assembly, commercial activity or industrial activity on another site except for poultry farms and piggeries where the minimum distance is 400 metres.*
- (ii) 20 metres from a residential building on the same site.*
- (iii) 50 metres from a property boundary.*
- (iv) 20 metres from a public road.*

Outcome

Effects beyond the site will not be inconsistent with those associated with established agricultural practices.

(b) Organic matter and effluent storage, treatment and utilisation shall be located in accordance with the following minimum distances:

- (i) 20 metres from a residential building on the same site.*
- (ii) 150 metres from a residential building or any building being part of a marae, place of assembly, commercial activity or industrial activity on another site.*
- (iii) 20 metres from a property boundary.*
- (iv) 20 metres from a public road.*

(Note: Resource Consents may also be required from the Hawke's Bay Regional Council).

(c) *All other yard setbacks from site boundaries (not specified by (a) and (b) above) shall be 10 metres.*

Outcome

Neighbouring activities will not be adversely affected by odour associated with the storage, treatment or utilisation of organic matter and effluent from the Intensive Rural Production Activity.

Therefore, implications for existing and future intensive rural production activity are considered suitably addressed through ensuring sufficient separation distances.

7.7.3 Provision for Existing Rural Activities within the Development Area

Another issue is the ability for existing rural production activities to continue during the area's development. Some affected landowners raised this issue during the consultation phase.

Whilst there has been a history of successful orchard and market garden enterprises in this location, the land in question is now dominated by market gardens and associated residential lifestyle dwellings on the Havelock Road side of the development area; with much of the land on the Howard Street side of the development area dominated by the presence of Parkvale School at one end, with the remainder lying fallow, with a small number of existing dwellings, and a recent residential lifestyle development.

Given this, the potential for reverse sensitivity issues to arise during the transition to urban residential for the Howard Street Urban Development Area is considered somewhat less than would normally be the case for conversion from intensive plains production to urban. It is likely that such issues can be addressed on a case-by-case basis at the time of future subdivision and land development, by way of no-complaints covenants and the like, if deemed necessary.

Further, development will not occur overnight and rezoning does not oblige landowners to cease their existing activities and develop their land. These activities retain existing use rights.

7.7.4 Arterial Road Noise

As outlined in section 7.4 above, Havelock Road is a busy two lane road with a traffic volume of approximately 19,000 vehicles per day (vpd), which connects Hastings with Havelock North. The road is already heavily congested during peak hours and is close to approaching saturation volumes during these periods, and is forecasted to get busier.

Extending the urban residential environment farther along Havelock Road introduces future residential dwellings adjacent to Havelock Road to potentially significant road noise.

The CMP for Havelock Road²⁹ specifically recommends '*acoustic protection (and mechanical ventilation if required) to address noise from busy transport corridors and address potential reverse sensitivity*'.

The Proposed Plan addresses noise sensitive activities within major arterial road noise boundaries in Specific Performance Standard 25.1.7D which requires habitable spaces to meet minimum external sound insulation standards, an 80-metre buffer, or noise screening to meet 55dB_{L_{Aeq}(24hrs)} outdoors. This standard currently applies to noise mitigation buffers adjoining the Lyndhurst and Northwood Urban Development Areas.

A desktop noise assessment carried out by Malcolm Hunt Associates (attached in Appendix D) confirms a similar approach will adequately address arterial road noise for future residential development of the Howard Street Urban Development Area. He recommends requiring habitable spaces to meet minimum external sound insulation standards, a 75-metre buffer

²⁹ 'Heretaunga Street – Havelock Road Corridor Management Study and Plan', Opus International Consultants Limited, 2011

(measured from the edge of the carriageway), or noise screening to meet 57dB_{L_{Aeq}(24hrs)} outdoors (the level adopted by the New Zealand Transport Agency).

Therefore, the proposed Variation includes the application of such a standard which will apply to sites adjoining Havelock Road, and the Howard Street Structure Plan graphically shows the extent of the arterial road noise buffer (measuring 75-metres from the edge of the carriageway), as recommended by Malcolm Hunt Associates.

Therefore, the provisions of the Proposed Hastings District Plan and insertion of Structure Plan standards and outcomes to specifically address reverse sensitivity and the ‘right to farm’ as well as arterial road noise, provides sufficient ability to avoid or mitigate reverse sensitivity effects arising from the rezoning of the Howard Street development area.

7.8 Geotechnical Assessment

Relevant RPS provisions:

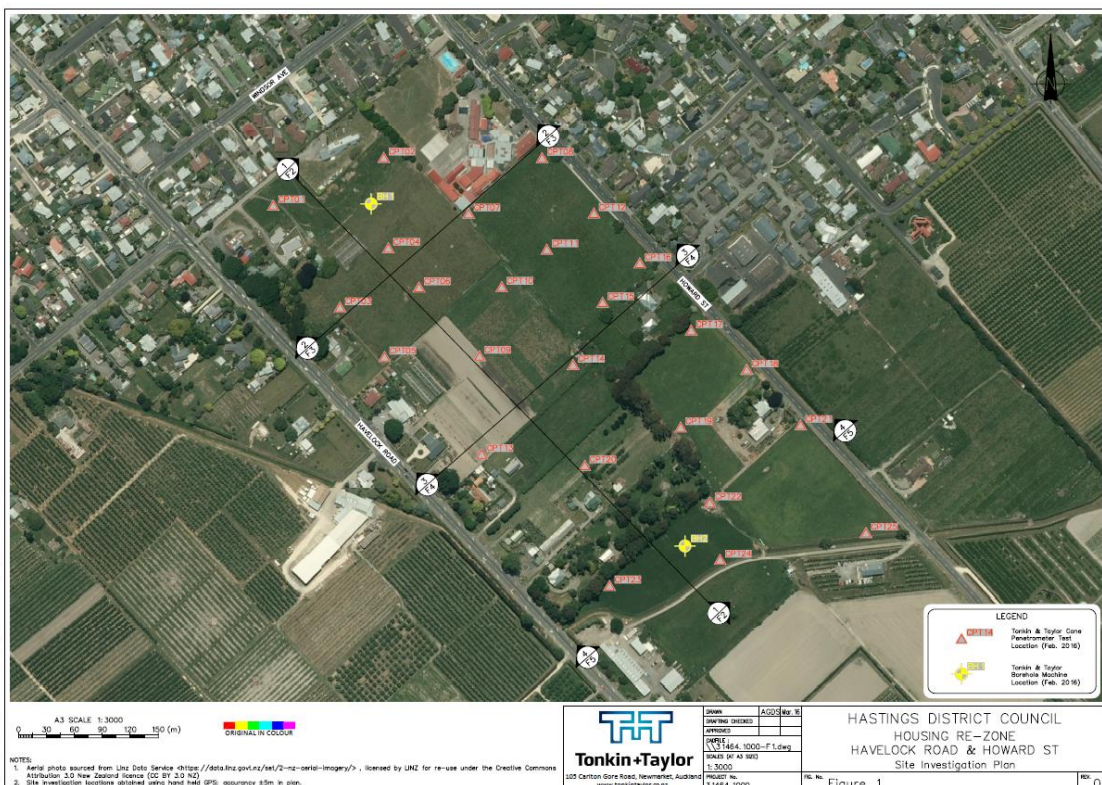
POL UD10.4 *Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:*

g) How any natural hazards will be avoided or mitigated;

AER UD12 *Urban development is avoided in areas identified as being at unacceptable risk from natural hazard (flooding, coastal inundation, coastal erosion, liquefaction, land instability).*

Geotechnical investigations were carried out in February 2016 by Tonkin & Taylor Ltd to assess subsurface conditions for the site as well as to provide in situ strength measurements of the subsurface materials (attached in Appendix E).

Investigations comprised two (2) machine boreholes (BH1 and BH2) drilled to 10.5m and 10.95m depth respectively. In addition, twenty-four (24) cone penetration tests (CPTs) were pushed to between 12.7m and 25.1m depths. The location of these tests are shown in the figure below.



Subsurface conditions encountered during the geotechnical investigations were identified as alluvial deposits, which were considered generally consistent with the geology presented on published geological maps of the area. Up to 400mm of topsoil was encountered, and groundwater was encountered between 1.9m and 4.23m below existing ground levels.

The Geotechnical Investigation Report concludes as follows:

- *Stratigraphy of the sites comprises alluvial sediments;*
- *The seismic site category is Class D – Deep Soil, in accordance with the New Zealand code of practice;*
- *The risk of liquefaction being triggered under SLS (serviceability limit state) conditions is considered to be negligible;*
- *Under ULS (ultimate limit state) conditions there is a minor to moderate risk of damage resulting from liquefaction of non-continuous bands of liquefiable material within the soil profile;³⁰*
- *We recommend further investigation to support detailed design including geotechnical laboratory testing.*
- *An open water channel has been identified along the southern boundary. This free face creates a risk of lateral spread that will be dependent on the presence and continuity of liquefiable layers near the free face;*
We recommend further investigation and analysis be undertaken in detailed design to determine the risk and potential extent of lateral displacement near this watercourse;
- *The site is unlikely to comprise ‘good ground’ in accordance with NZS3604, and therefore specific foundation design would be required.*
- *Analyses of total and differential settlements as well as tolerances of structures and services to differential settlements should be undertaken as part of the detailed design process.³¹*

Based on the results of site investigations and the results of the seismic assessment, the report considers robust shallow foundations for light weight timber structures, no greater than 2 storey, would be suitable for the sites being considered for residential re-zoning.

On the basis of the conclusions in the Geotechnical Investigation Report, there are no significant geotechnical constraints that would appear to prevent or pose significant impediments to residential development of the land proposed for rezoning.

7.9 Natural Hazards Constraints

Relevant RPS provisions:

POL UD10.4 Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:

g) How any natural hazards will be avoided or mitigated;

AER UD12 Urban development is avoided in areas identified as being at unacceptable risk from natural hazard (flooding, coastal inundation, coastal erosion, liquefaction, land instability).

Hastings District Council GIS Database has multiple natural hazards recorded over the District. The following hazards were reviewed in respect of the land contained within the Howard Street development area (refer Appendix F):

- Flooding, Filling, Ponding, Inundation Areas, Fault locations, Contaminated Sites and Instability Hazards.

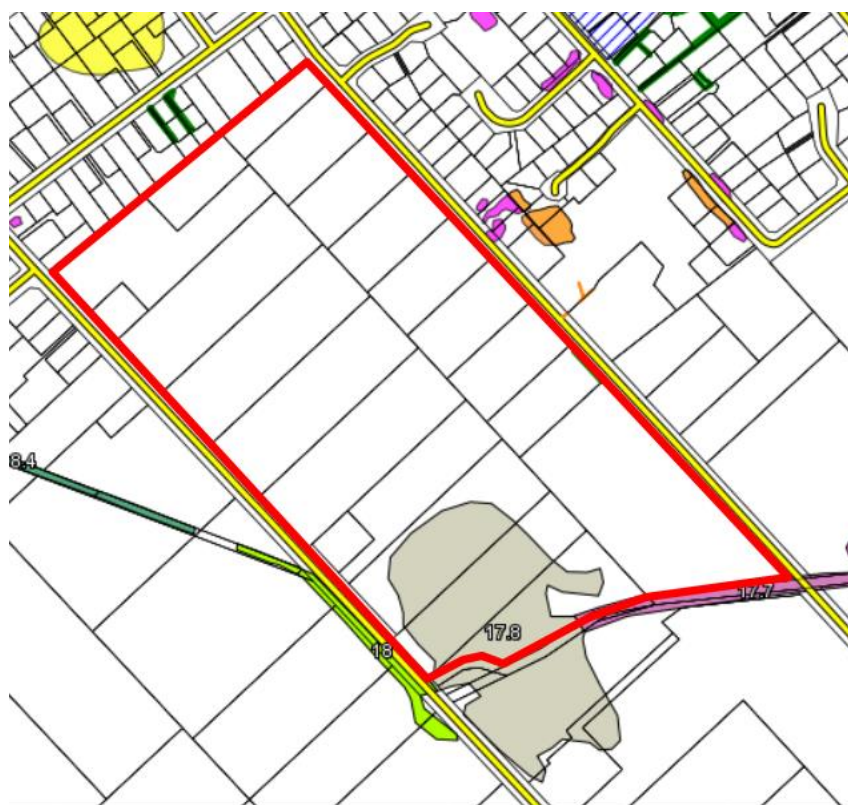
³⁰ *“the design earthquakes for serviceability and ultimate limit states have been adopted as 1 in 25 years and 1 in 500 years respectively, with a building Importance Level 2”* (pg 4, Geotechnical Investigation Report, April 2016, Tonkin & Taylor Ltd).

³¹ pg 8, Geotechnical Investigation Report, April 2016, Tonkin & Taylor Ltd

Section 7.8 above deals with geotechnical constraints, and confirms that there is a minor to moderate risk of damage resulting from liquefaction under ULS conditions (negligible under SLS conditions), and that with further investigations at detailed design and adoption of appropriate mitigation such as specific foundation design, the land does not present a significant liquefaction threat.

The only other hazard to appear within the Howard Street Residential Rezoning Area is an area of flooding in the southern corner of the rezoning area. A review of the Hawkes Bay Emergency Management Hazard Information Portal was also undertaken, however no hazards were recorded with this information.

The flooding has a RL level of 17.8. The flooding area is shown in the figure below generated from Council's GIS Database.



There are no specific rules in the District Plan relating to developments around flooding practice, however it is a general requirement of Section 106 of the Resource Management Act that no subdivisions should be granted for land that is subject to inundation.

There is an opportunity to incorporate the current flood hazard within the detention area proposed along the Awahou/Riverslea Drain for stormwater purposes, as shown in the Howard Street Structure Plan, hereby reducing or eliminating the ponding that periodically occurs on this land.

While the investigation into hazards within the Howard Street Residential Rezoning area has shown there to be an area of flood hazard, it is anticipated that this can be mitigated through engineering measures. In any case, it is not of a scale and location to cause significant impact on the overall viability of the rezoning, particularly as this area is already reasonably developed, and only affects approximately 2.4 hectares of the land proposed for rezoning.

7.10 Natural/Ecological/Landscape/Historic Heritage Features

Relevant RPS provisions:

POL UD12 *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*

- f) *Provision for the maintenance and enhancement of water in waterbodies, including appropriate stormwater management facilities to avoid downstream flooding and to maintain or enhance water quality;*
- h) *Protection and enhancement of significant natural, ecological, landscape, cultural and historic heritage features;*

POL UD10.3 *Notwithstanding Policy UD10.1, structure plans for any area in the Region shall:*

- d) *Identify significant natural, cultural and historic or heritage features;*

POL UD10.4 *Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:*

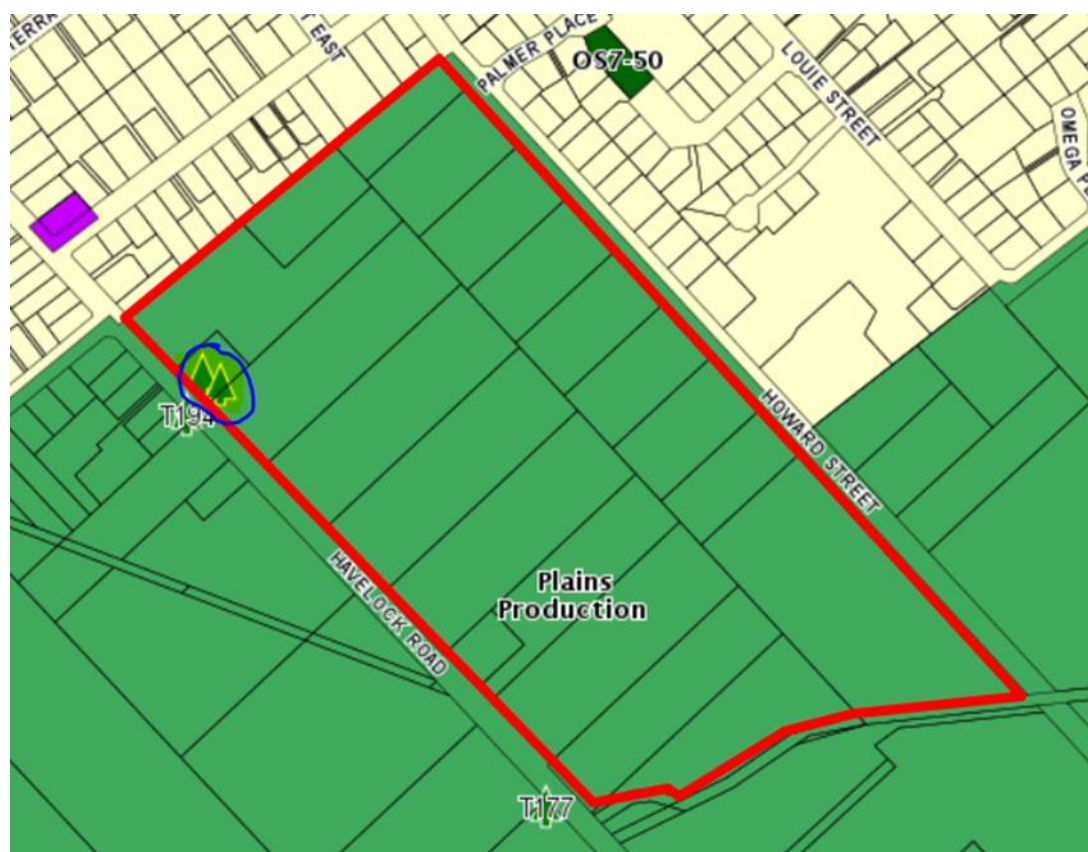
- f) *How significant natural, cultural and historic or heritage features and values are to be protected and/or enhanced;*

AER UD11 *Urban activities and urban development maintains groundwater and surface water quality and habitat health.*

7.10.1 Significant Natural, Ecological & Landscape Areas or Features

There are no 'Significant Natural Areas' or any significant ecological or landscape areas or features identified on the Planning Maps, within or in close proximity of the Howard Street development area (refer Appendix G).

There are however two outstanding trees located at the front of the property at 250 Havelock Road. These two trees are recorded in the Proposed Plan as T147(a) and T147 (b) – refer figure below, as they appear on the current Proposed Plan maps.



They are both English Oaks (photographs below), however there is little supporting documentation with Council records as to why they are recorded as Outstanding Trees. They are however given a significance rating of 'B' in Appendix 52 of the Proposed Plan, which are trees recorded as being *'of special botanic interest because of their scarcity or uniqueness, or because they are a particularly good example of their species'*.



Given that the trees are located on the periphery of the rezoning area, it is not anticipated that they will place significant limitations on the development of the overall area. However, given their status as Outstanding, these trees have been specifically identified on the Howard Street Structure Plan.

It is noted that Chapter 18.1 of the Proposed Plan contains rules and standards around the maintenance and protection of these trees.

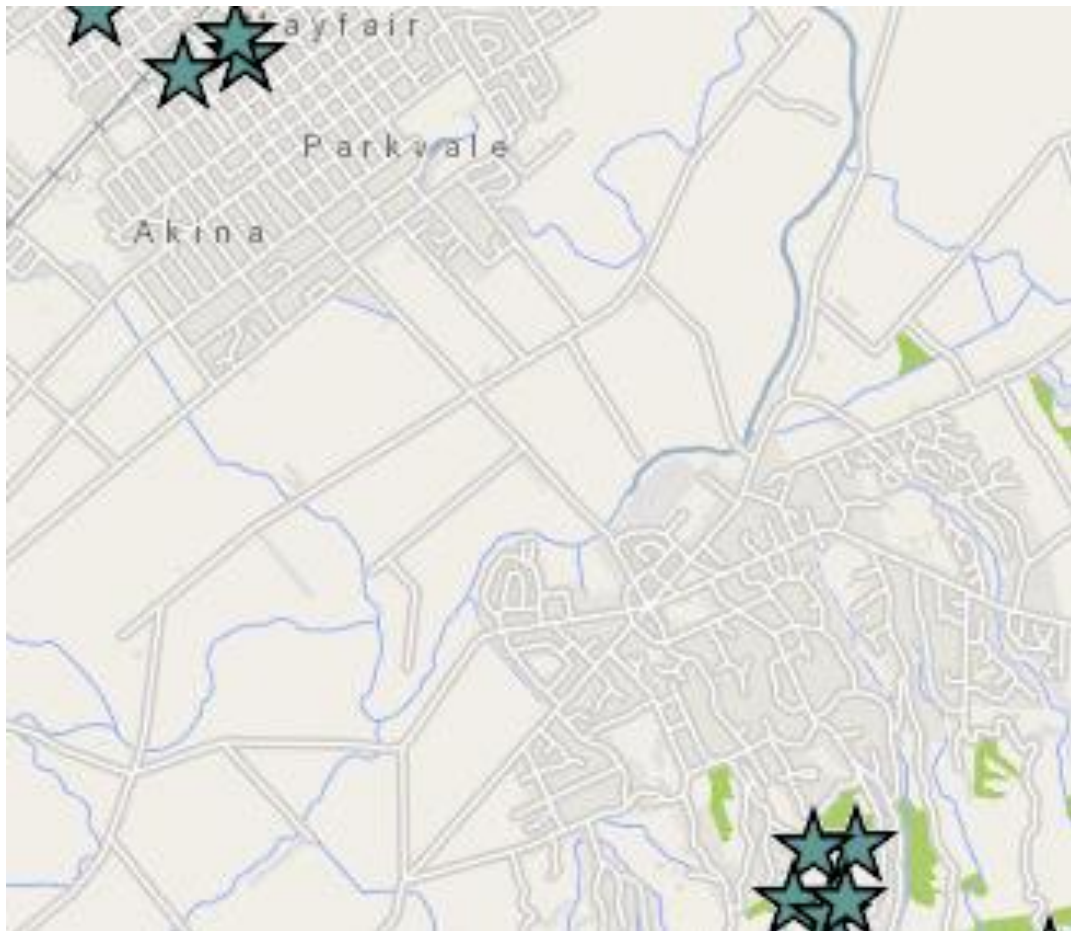
The only other feature of interest is the presence of the Awahou/Riverslea Drain. In terms of providing for the maintenance and enhancement of water in waterbodies, and ensuring urban activities and urban development maintains groundwater and surface water quality and habitat health, the proposed Howard Street Structure Plan confirms that the area will be fully serviced for water and wastewater, and an appropriate stormwater management regime is proposed that will ensure stormwater is treated and discharged in a manner that does not adversely affect water quality or habitat in the Awahou/Riverslea Drain (this is covered in greater detail above in section 7.5 of this report).

7.10.2 Historic Heritage

Archaeological Sites:

The New Zealand Archaeological Association (NZAA) manages a national database of recorded archaeological sites in New Zealand. There are currently over 59,000 records in the database however there remain several areas of New Zealand that have not been the subject of intensive archaeological survey and recording.

Examination of the database indicates there are no recorded archaeological sites within the identified area, nor are there any archaeological sites within close proximity, as shown in the figure below (refer Appendix G).

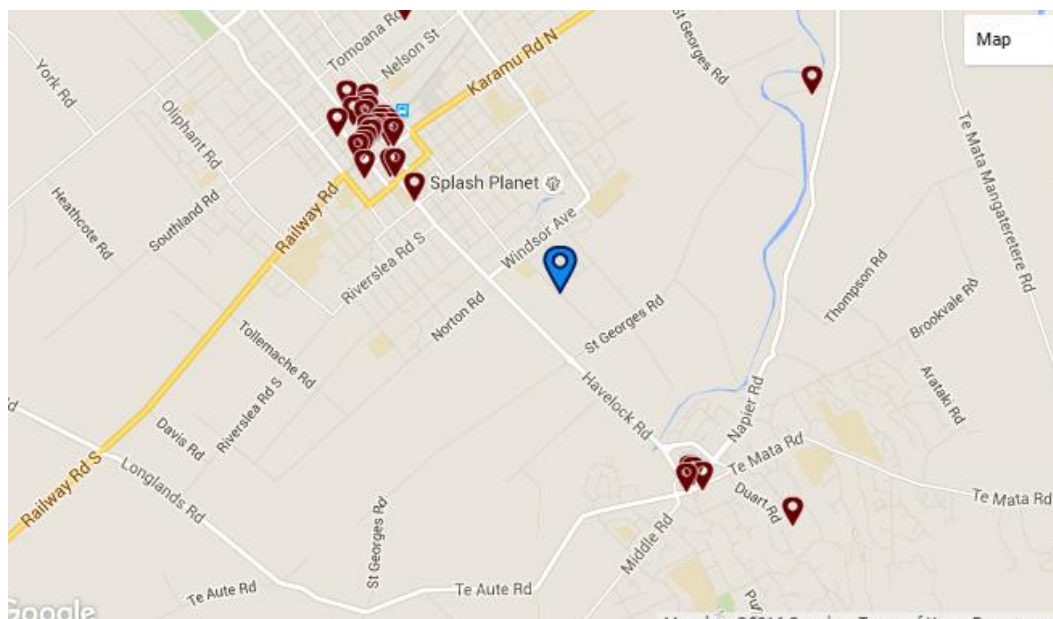


The rezoning area may contain unrecorded sites, however no targeted on-site archaeological assessment has been undertaken at this stage. Given that the area is highly modified with a significant history of horticultural and market gardening activities suggesting considerable soil disturbance over the years, the area is unlikely to exhibit much remnant archaeology.

However, the Proposed Plan does contain sufficient safeguards to ensure that archaeology is considered at subdivision and detailed land development stage, and the Heritage New Zealand Act imposes further statutory obligations on all persons in respect of any work that may lead to the destruction or modification of any recorded or unrecorded archaeological sites.

Heritage New Zealand Register:

Heritage New Zealand compiles and maintains a register of buildings, places or areas of historic significance and/or waahi tapu. There are no known buildings or sites within the project area that are registered as significant with Heritage New Zealand as shown in the figure below (refer Appendix G).

Hastings District Council GIS Database Information

Council also records areas of significant heritage, archaeological sites, and waahi tapu sites. Much of these records are a replication of the above mentioned databases, and most are identified in the District Plan but not all.

All of these records are compiled and shown within the GIS database. A check of this database has shown no recorded heritage sites, archaeological sites or waahi tapu areas on the land in question or within close proximity (refer Appendix G).

A review of available information indicates there are no significant natural, ecological, landscape, or historic heritage areas or features that would be adversely affected by the development of the subject area for residential housing. There are two trees identified as outstanding in the District Plan, however Chapter 18.1 of the Proposed Plan contains rules and standards around the maintenance and protection of these trees.

In terms of unrecorded historic heritage sites, if any are discovered at the development stage the Proposed Plan along with the Heritage New Zealand Act, contain sufficient safeguards.

7.11 Culturally-Significant Features & Values

Relevant RPS provisions:

POL UD12 *In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:*

- f) *Provision for the maintenance and enhancement of water in waterbodies, including appropriate stormwater management facilities to avoid downstream flooding and to maintain or enhance water quality;*
- h) *Protection and enhancement of significant natural, ecological, landscape, cultural and historic heritage features;*

POL UD10.3 *Notwithstanding Policy UD10.1, structure plans for any area in the Region shall:*

- d) *Identify significant natural, cultural and historic or heritage features;*

POL UD10.4 Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:

f) How significant natural, cultural and historic or heritage features and values are to be protected and/or enhanced;

AER UD11 Urban activities and urban development maintains groundwater and surface water quality and habitat health.

There are no waahi tapu or significant culturally-significant features or values identified on the Planning Maps, within or in close proximity of the Howard Street development area.

Consultation with mana whenua as part of this process has not raised any concerns to-date. It is possible that because future urban development of this area has already been signaled through the HPUDS process, such issues would have been raised at that time.

It is, however, acknowledged that the mauri of waterways is important to tangata whenua generally. Hence, the protection of water quality and habitat associated with the Awahou/Riverslea Drain and the downstream catchment into which it flows, is essential. This will be achieved through full servicing of the development and the appropriate treatment and discharge of stormwater as part of the Structure Plan for the area and through associated District Plan standards, and these are addressed in detail in section 7.5 of this report.

A review of available information and consultation with mana whenua to-date indicates there are no waahi tapu or significant cultural features or values that would be adversely affected by the development of the subject area for residential housing. However, Council will continue to engage with mana whenua throughout this plan variation process.

7.12 Other Matters

Relevant RPS provisions:

POL UD10.4 Notwithstanding Policy UD10.1, in developing structure plans for any area in the Region, supporting documentation should address:

h) Any other aspects relevant to an understanding of the development and its proposed zoning;

In addition to the matters above, other aspects deemed relevant to the confirmation of the suitability of the proposed Howard Street development area for urban residential development, include:

- i) the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS); and
- ii) economic considerations.

These matters are addressed below.

7.12.1 National Environmental Standard for Managing Contaminants in Soils

According to the Ministry for the Environment, New Zealand has a legacy of soil contamination that is mainly associated with past practices involving storage and use of hazardous substances, and disposal of hazardous wastes. Contaminants are a problem when they are at a concentration and a place where they have, or are reasonably likely to have, an adverse effect on human health and the environment.

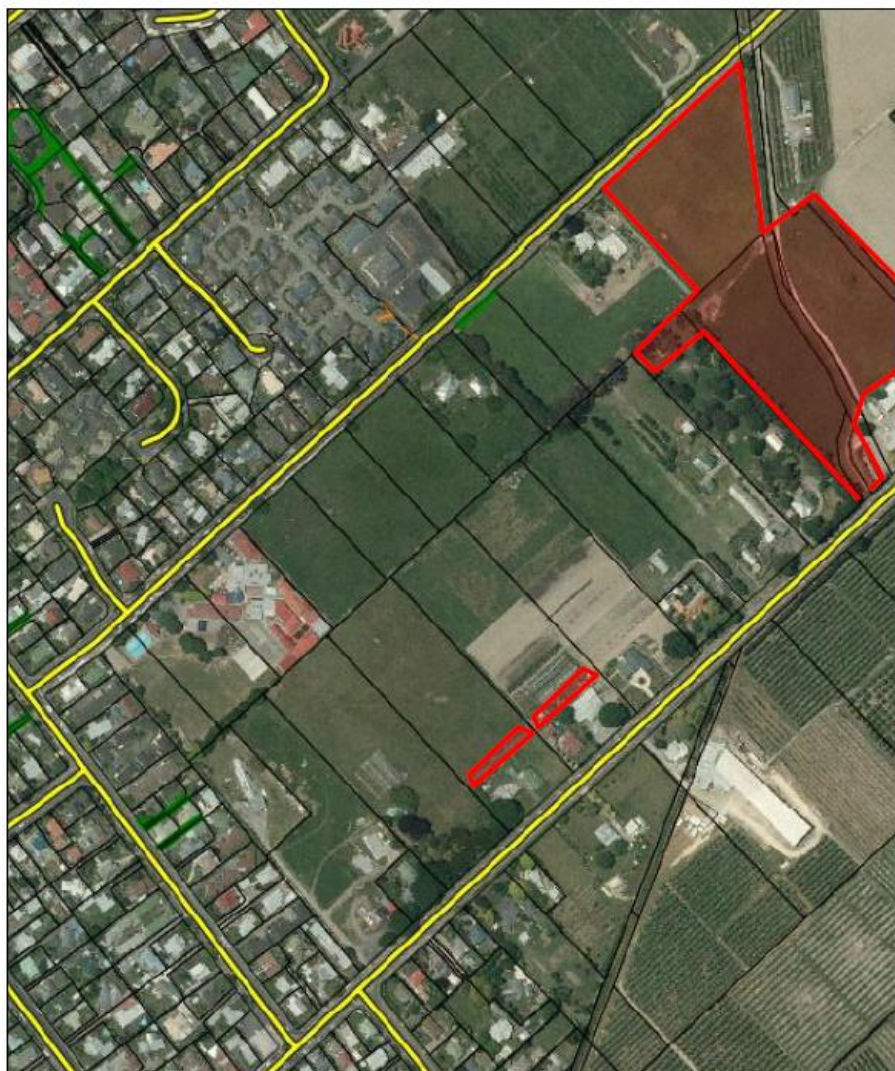
The objective of the NESCS is to ensure land affected by contaminants in soil is appropriately identified and assessed when soil disturbance and/or land development activities take place

and, if necessary, remediated or the contaminants contained to make the land safe for human use.³²

The NESCS requires consideration at time of a change in landuse, subdivision or earthworks on a piece of land upon which an activity on the Hazardous Activities and Industrial List (HAIL) has/is or is more likely than not been undertaken. Orchards and market gardens are considered a Hazardous Activity under the NESCS Hazardous Activities and Industries List (A.10).

EAM Ltd were commissioned by Hastings District Council to undertake a Detailed Site investigation (DSI) across the Howard Street development area (attached in Appendix H). This involved appropriate Site sampling and preliminary laboratory soil analysis. The results of this assessment are as follows:

- Of the 287 samples taken, fourteen composite samples exceeded the NES soil standard values for arsenic (20 mg/kg) for the land use scenario of residential (10% produce). The majority of these samples were located towards the southern end of the Site on properties identified as 180 Havelock Road and 1259 Howard Street. This is not surprising as these two properties were shown to have had orchards on them for many decades going back to at least the 1950s, the primary areas of contamination are shown in red in the image below;



³² Users' Guide: NES for Assessing and Managing Contaminants in Soil to Protect Human Health, April 2012, Ministry for the Environment

- Two samples exceeded the NES SCS value of 210 mg/kg for lead;
- The remainder of results indicate that soil arsenic and lead concentrations are similar to Hawke's Bay Background Soils of 9 mg/kg and 27 mg/kg respectively and therefore do not represent a health risk to humans under the NES land use scenario of residential (10% produce);
- A total of 16 Composite samples were analysed for organo-chlorine compounds. The only compounds recorded for all composites analysed were DDT isomers and ranged between <0.06 mg/kg Σ DDT isomers and 4.5 mg/kg Σ DDT isomers. These results are considered to be at trace concentrations and well below the soil contaminant standard value of 45 mg/kg allowed under the NES for the identified land use scenario of Residential (10% produce). As such OCPs in soils under this assessment are considered low risk to human health.

In summary, it is apparent that the majority of the area is compliant with the NES with regards to human health under the land use scenario of Residential (10% produce). Two areas identified with elevated levels of arsenic and/or lead will require further investigation and likely remedial works if they are to be developed into Residential subdivision, although it should be noted that much of the area near the awahou/riverslea drain is already proposed to be used for the detention area, further mitigating the restrictions of developing the land for residential use.

The Contaminated Soils Report confirms that (albeit identifying two areas of potential hotspots that will require remediation) the levels of contaminants in the soil are acceptable over a large portion of the area identified for rezoning. Most of the development area does not present any significant impediment in terms of potential risk to human health that would prevent safe conversion to urban residential land use. However land showing elevated levels of arsenic and lead will require further investigation and potential remedial works prior to residential development.

7.12.2 Economic Impacts

Section 32 requires specific consideration of the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated as a result of adoption of the plan variation, including opportunities for economic growth and employment that are anticipated to be provided or reduced (s32(2)(a)).

High level servicing costs have been assessed as part of the structure planning process, and confirm that residential development of the proposed Howard Street development area is financially feasible from a public investment perspective, and in terms of the development contributions set by Council for urban greenfield developments in Hastings.

Given the absence of any significant natural or physical constraints to development within the area, development of this area is not considered to be difficult or likely to involve unexpected site development costs.

Rezoning of this area presents significant economic benefits to landowners, developers and the building sector, through improved land values for landowners, and through economic growth and employment resulting from subsequent development and construction opportunities.

This also has flow on economic benefits to the wider Hastings and Hawke's Bay community, through provision for population growth, and an increase in the local authority rating base.

Changing the use of this block of land from rural to residential will result in the loss of some primary production potential. This is inevitable with such a change of use. While much of the land in this area is used in some productive nature, only the Gee land is still used for commercial

practices of any scale, being the fruit and vege shop associated with the surrounding market garden. The remainder of the land in the development area reflects varying degrees of lifestyle land use.

Feedback from the landowners in this area has indicated that the land is no longer economically viable for agricultural use by reason of its close proximity to the urban area, the school, and the small size of the blocks of land, and as such commercial croppers have shown declining interest in owning or leasing this land over the years.

These aspects have already been traversed to some extent, when the area was considered for inclusion as a growth area in HPUDS and embedded in the RPS.

7.13 Conclusion as to Suitability

HPUDS and the RPS have already identified the majority of the area subject to this rezoning, as being generally suitable as a residential growth area for Hastings.

With the exception of an inevitable loss of an area of versatile soils, the above assessment confirms that there are no other significant factors that suggest the proposed Howard Street development area is unsuitable for residential development.

On the basis of the assessment above, and against the matters contained in RPS Policies POL UD12 & POL UD10.4 and the relevant RPS Anticipated Environmental Outcomes AER UD1–AER UD13, the Howard Street urban development area is ultimately confirmed as being suitable for urban residential development.

8 Appropriateness, Efficiency & Effectiveness of Proposed Variation 3 in Achieving the Purpose of the RMA

8.1 Is the Proposal the Most Appropriate Way to Achieve the Purpose of the RMA?

As outlined in section 2.1 of this report, the first part of this evaluation is:

‘Whether making additional land available for ‘greenfield’ housing development in the Howard Street area of Hastings City is the most appropriate way to achieve the purpose of the RMA’.

The assessments above in section 3 to 6 of this report, demonstrate the following:

1. The Howard Street development area will make additional land available to accommodate population and household growth, and contributes to a balanced supply of affordable residential housing and locational choice in the Heretaunga Plains subregion (RPS Outcomes AER UD1 & AER UD2).
2. The vast majority of the area proposed for rezoning has already been signaled through HPUDS and in the RPS as a suitable greenfield growth area for Hastings, and included in the adopted sequencing of greenfield growth areas for Hastings (albeit not initially envisaged as needed until the 2026-2031 period).
3. In light of sequencing issues, the area represents a suitable greenfield growth area for advancing ahead of other greenfield growth areas for Hastings, given the following:
 - confirmation of available infrastructure services in the vicinity, that can be extended to provide sufficient capacity;
 - the area provides additional locational choice for urban residential development for Hastings, with strong appeal in the market – being located in Hastings East, where there is currently limited greenfield residential land provision, and as an alternative to current development occurring on the western side of Hastings at Lyndhurst;
 - the presence of accessible social infrastructure in Hastings East, including community, education, sport and recreation facilities and public open space within easy walking distance;
 - the presence of a landowner/developer with a strong desire to progress a sizeable residential development within the area.
4. The results of the community engagement process during preparation of proposed Variation 3 suggests general overall acceptance and a level of support for the proposal (albeit with some natural reservations around the detail).
5. The Howard Street Structure Plan is confirmed as meeting the requirements for Structure Plans outlined in Policies POL UD10.1 & UD10.3 of the RPS.
6. The area is ultimately confirmed as being suitable for urban residential development in terms of the matters Council is required to have regard to as outlined in the RPS (including the matters identified in POL UD12, POL UD10.4 and AERs UD1 to UD13).

Ultimately, the proposal gives effect to the RPS, and is efficient and effective in providing for long term urban growth in Hastings in a way and at a rate which enables people and communities to provide for their social, economic and cultural wellbeing; meets the reasonably foreseeable needs of future generations; safeguards the life-supporting capacity of air, water, soil and ecosystems; and avoids, remedies or mitigates adverse effects on the environment.

The rezoning of the Howard Street area for residential development is confirmed as representing the most appropriate way to provide for the sustainable management of the District’s resources – the purpose of the RMA.

8.2 Are the Provisions the Most Appropriate Way to Achieve the Purpose of the Proposal?

As outlined in section 2.1 of this report, the second part of the evaluation is:

‘Whether the Howard Street Structure Plan provisions, and the adoption and application of the existing Hastings General Residential Zone and Subdivision & Land Development provisions, are the most appropriate way in which to make additional land available for ‘greenfield’ housing development in the Howard Street area of Hastings City.’

The following evaluation examines whether the provisions in the proposal are the most appropriate way in which to achieve the objectives of the proposal in terms of their efficiency and effectiveness (s32(1)(b)).

To date, section 32 case law has interpreted ‘most appropriate’ to mean “suitable, but not necessarily superior”³³. Therefore, the most appropriate option does not need to be the most optimal or best option, but must demonstrate that it will meet the objectives in an efficient and effective way.

8.2.1 Zoning Provisions

8.2.1.1 Options

Options are:

1. **Do Nothing** – this option would involve retaining Plains Production Zone provisions and making no specific provision for urban growth in this location;
2. **Adopt existing Hastings General Residential Zone provisions** – this option involves rezoning the area to Hastings General Residential Zone; or
3. **Adopt customized residential zone provisions** – this option involves inserting a new residential zone for the area, including drafting of a tailored set of residential zone provisions;
4. **Incorporate a Commercial Zone component or specific provision for large commercial activity within a residential zoning in this area** – this sub-option involves a change to the Proposed Plan to provide for sizable commercial activities to establish within the area, where currently the Plan would treat such activities as non-complying activities.

³³ Rational Transport Soc Inc v New Zealand Transport Agency HC Wellington CIV-2011-485-2259, 15 December 2011.

8.2.1.2 Evaluation

Table 2: Zoning Option Evaluation:

	OPTION 1: RETAIN PLAINS PRODUCTION ZONE PROVISIONS	OPTION 2: ADOPT EXISTING HASTINGS GENERAL RESIDENTIAL ZONE PROVISIONS & HOWARD ST STRUCTURE PLAN	OPTION 3: DEVELOP A CUSTOMISED RESIDENTIAL ZONE INCORPORATING HOWARD ST STRUCTURE PLAN	OPTION 2A/3A: INCORPORATE SPECIFIC PROVISION FOR LARGE COMMERCIAL ACTIVITIES WITHIN THE RESIDENTIAL ZONE PROVISIONS ADOPTED
<p>EFFECTIVENESS</p> <p>In achieving:</p> <ul style="list-style-type: none"> - the purpose of the Proposal; and - existing relevant objectives of the District Plan. 	<p>The focus of the Plains Production Zone is on the versatile land resource and retaining this land for land based primary production purposes. This is a principle that forms one of the Council’s cornerstones for sustainability of the District’s natural and physical resources.</p> <p>Therefore, Plains Production Zone provisions specifically seek to deter fragmentation of the land (minimum lot size is 12 hectares, and lifestyle subdivision is only provided for where balance land is amalgamated). In addition, urban land use activities are strictly limited within this zone.</p> <p>Urban residential development would not be able to occur under the current Plains Production zoning, and would therefore be ineffective in achieving the purpose of this proposal, and would be contrary to the existing relevant objectives of the District Plan for this zone.</p>	<p>The Hastings General Residential Zone provides for urban residential development under the umbrella of the Hastings Residential Strategic Management Area (SMA). Residential activities are specifically provided for and anticipated at that density.</p> <p>Objectives, policies and rules are included in this zone, and throughout the Plan, that address amenity effects and urban design principles, as well as reverse sensitivity issues and the ‘right to farm’. These provisions have been developed and adopted through the recent District Plan Review, and therefore have undergone considerable recent scrutiny.</p> <p>The Howard Street Structure Plan ensures development occurs with provision for appropriate servicing, and incorporates outcomes and standards that address specific environmental effects.</p> <p>The density of urban residential development anticipated for new greenfield growth areas would be able to occur relatively easily under this zoning, and therefore adopting the Hastings General Residential zoning (with minor area-specific alterations to the rules and performance standards) and the proposed Howard Street Structure Plan and associated provisions, would be highly effective in achieving the purpose of this proposal and the existing relevant objectives of the District Plan for this zone and the Hastings SMA.</p>	<p>A specific Residential Zone could be drafted to provide for urban residential development that is specific to the area, under the umbrella of the Hastings Residential Strategic Management Area (SMA).</p> <p>Objectives, policies and rules could be included in this zone, to provide for residential activities and address desired amenity values and specific urban design principles for the area, and incorporating the Howard St Structure Plan.</p> <p>The design and density of urban residential development anticipated for new greenfield growth areas would be able to be facilitated under this approach, and a specific residential zoning would therefore be highly effective in achieving the purpose of this proposal and the existing relevant objectives of the District Plan for the Hastings SMA.</p>	<p>Same as for Options 2 & 3, however:</p> <p>The Proposed Plan, Council’s Hastings City Centre Strategy, Commercial Zone Review and Large Format Retail Strategy 2003-2023, establish a clear direction for future commercial growth of the District based on a policy of consolidation within existing zoned areas (refer Section 7.1.2.1 Hastings Commercial Environment, Chapter 7.1 Hastings SMA, Proposed Hastings District Plan).</p> <p>HPUDS also makes it clear that no further commercial land is required out to 2045 and that any new development should occur within the confines of the current commercial zone boundaries (refer Section 7.1.5 Methods, Other Methods Outside the District Plan, Proposed Hastings District Plan).</p> <p><i>‘The Hastings central commercial environment plays an important role in providing a community focal point for retail, commercial, business administrative, community, educational and entertainment facilities to meet the needs of residents. It is important that this focal point character be maintained and enhanced. Significant and uncoordinated expansion of business activity outside the identified commercial zones could threaten this role as a community focal point, thereby eroding sense of community and place. This Plan therefore encourages and promotes the intensification of land use activity, and actively discourages expansion beyond the current Commercial and Industrial Zone boundaries. A policy of consolidation within the existing zones is also consistent with the Heretaunga Plains Urban Development Strategy 2010 (HPUDS)’</i> (Explanation to HSM02 & HSMAP2, Section 7.1.4 Objectives and Policies, Proposed Hastings District Plan)</p> <p>Incorporating specific provision for large commercial activities within the Howard Street development area would also reduce available land for residential development, and impact on residential amenity values.</p> <p>Provision for large commercial activities would therefore undermine the purpose of this proposal, and the existing relevant objectives of the Hastings SMA & Commercial Strategy in the Proposed Plan.</p>
<p>COSTS</p> <p>Effects anticipated from implementation, including:</p> <ul style="list-style-type: none"> - Environmental - Economic (incl. on economic growth & employment) - Social - Cultural 	<p>Economic – any residential development would require non-complying resource consent approval which is very costly and has a high risk of failure under a Plains Productive zoning; lack of sufficient provision for new housing for Hastings could put pressure on existing housing affordability or direct development elsewhere in the future.</p>	<p>Environmental – loss of an area of versatile soils; potential stormwater/flooding impacts on Awahou/ Riverslea Drain from development (low risk).</p>	<p>Environmental – loss of an area of versatile soils; potential stormwater/flooding impacts on Awahou/ Riverslea Drain from development (low risk).</p>	<p>Same as for Option 2 & 3, as well as:</p> <p>Environmental – significant traffic safety and efficiency costs as a result of the introduction of any large commercial traffic generators; would undermine Council’s long term strategic Corridor Management Plan for Havelock North and the considerable financial investment already made towards achievement of the vision for this corridor.</p>

	OPTION 1: RETAIN PLAINS PRODUCTION ZONE PROVISIONS	OPTION 2: ADOPT EXISTING HASTINGS GENERAL RESIDENTIAL ZONE PROVISIONS & HOWARD ST STRUCTURE PLAN	OPTION 3: DEVELOP A CUSTOMISED RESIDENTIAL ZONE INCORPORATING HOWARD ST STRUCTURE PLAN	OPTION 2A/3A: INCORPORATE SPECIFIC PROVISION FOR LARGE COMMERCIAL ACTIVITIES WITHIN THE RESIDENTIAL ZONE PROVISIONS ADOPTED
		Economic – loss of an area of production land (albeit arguably already compromised); infrastructure costs to service (Council/developer contributions); impact of urban development on existing land based primary production and rural industrial activities in the zone and immediate surroundings (reverse sensitivity, Structure Plan land requirements). Social – change in character of the area from semi-rural to urban (privacy, outlook, sense of community, increased traffic).	Economic – loss of an area of production land (albeit arguably already compromised); infrastructure costs to service (Council/developer contributions); impact of urban development on existing land based primary production and rural industrial activities in the zone and immediate surroundings (reverse sensitivity, Structure Plan land requirements); additional policy development costs to draft new zone provisions. Social – change in character of the area from semi-rural to urban (privacy, outlook, sense of community, increased traffic).	Economic – any part thereof used for commercial activities would lead to a corresponding reduction in residential yield currently anticipated from this proposal; a significant policy shift to provide for such activities could have widespread repercussions for Council policy across a range of Council policy documents and strategies. Social – undermines Hastings central commercial area as a community focal point; sends inconsistent signals to the business community; adverse effects for residential amenity from large commercial activities in the midst of a residential environment (e.g. noise, traffic, visual impact, impact on residential character, sense of security/safety etc.).
BENEFITS Effects anticipated from implementation, including: - Environmental - Economic (incl. on economic growth & employment) - Social - Cultural	Environmental – retains versatile soils Economic – no additional Council infrastructure costs to service the area; continuation of existing land based primary production and rural industrial activities taking place on the land concerned.	Economic – growth and employment potential for the development and building sectors; economic benefits for landowners that elect to develop; additional customer base for local suburban commercial shops and amenities; increased rating base. Social – change in character of the area from semi-rural to urban (additional populace, new community to contribute to existing Parkvale community). Cultural – may facilitate Maori landowner desires to progress fully serviced whanau housing developments.	Economic – growth and employment potential for the development and building sectors; economic benefits for landowners that elect to develop; additional customer base for local suburban commercial shops and amenities; increased rating base. Social – change in character of the area from semi-rural to urban (additional populace, new community to contribute to existing Parkvale community). Cultural – may facilitate Maori landowner desires to progress fully serviced whanau housing developments.	Same as for Options 2 & 3, as well as: Economic – provision of potentially substantial commercial/retail employment opportunities, and associated flow-on economic growth. Social – provision of additional commercial/retail services to the local community.
EFFICIENCY In achieving: - the purpose of the Proposal; and - existing relevant objectives of the District Plan.	<u>Low efficiency</u> High opportunity cost and little benefit associated with this option.	<u>Highly efficient</u> Highest net benefit.	<u>Highly efficient</u> Slightly higher costs than Option 2 due to greater policy development costs.	<u>Medium efficiency</u> Efficiency in achieving the purpose of the proposal is reduced due to a reduction in land available for residential development (and therefore, lower residential yield), and higher environmental and social costs to the community than for Options 2 & 3.
OVERALL APPROPRIATENESS In achieving: - the purpose of the Proposal; and - existing relevant objectives of the District Plan.	Not Appropriate	Appropriate	Appropriate	Less Appropriate
RISK OF ACTING OR NOT ACTING (if uncertain or insufficient information)	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).	Risk of not acting to specifically provide for large commercial activities as part of this proposal – high likelihood of resource consent application/future private plan change lodged to facilitate commercial activities (however, these would remain non-complying proposals assessed against the current District Plan policy framework, and on their merits).
CONCLUSION: The evaluation demonstrates that adopting the existing Hastings General Residential Zone provisions along with the Structure Plan developed for the Howard Street area, will achieve the purpose of making additional land available for ‘greenfield’ housing development in the Howard Street area of Hastings City in an efficient and effective way. Option 2 is considered the most appropriate way to achieve the purpose of the proposal.				

8.2.2 Outer Zone Boundary Options

8.2.2.1 Options

Options are:

1. **Use HPUDS (2010) indicative boundary** – this option involves a squaring off of the Hastings urban area by carrying the line from the end of the residential zone on the opposite side of Howard Street across to Havelock Road;



2. **Extend out to Awahou/Riverslea Drain** – this involves the area currently proposed for rezoning (as indicated on the proposed Howard Street Structure Plan); or



3. **Rezone Parkvale School and 1239 Howard Street only** – this involves land occupied by the school and the location of the anticipated ‘lifestyle village’ proposal.



8.2.2.2 Evaluation

Table 3: Zone Boundary Option Evaluation:

	OPTION 1: USE HPUDS INDICATIVE BOUNDARY	OPTION 2: EXTEND TO AWAHOU/ RIVERSLEA DRAIN	OPTION 3: LIMIT TO PARKVALE SCHOOL & 1239 HOWARD STREET ONLY
EFFECTIVENESS In achieving: - the purpose of the Proposal; and - existing relevant objectives of the District Plan.	This option would provide for additional residential yield than originally anticipated for this area in HPUDS. Utilising the HPUDS indicative outer boundary would be effective in achieving the purpose of this proposal, and the existing relevant objectives of the Proposed Plan.	This option would provide for additional residential yield over and above that for Option 1. Extending the rezoning boundary to the Awahou/Riverslea Drain would therefore be more effective than Option 1, in achieving the purpose of this proposal, and the existing relevant objectives of the Proposed Plan.	This option would not provide for sufficient residential yield to meet HPUDS expectations for this area. Restricting rezoning under this option would therefore be ineffective in achieving the purpose of this proposal, and the existing relevant objectives of the Proposed Plan.
COSTS Effects anticipated from implementation, including: - Environmental - Economic (incl. on economic growth & employment) - Social - Cultural	Environmental – loss of 13ha (excluding the school) of versatile soils; potential reverse sensitivity issues at the rural/urban interface and from arterial road noise for properties along Havelock Road. Economic – provision of minimum 30 metre buffer would lead to a corresponding reduction in land within the rezoning that would be available for residential development; inequity in bearing the costs of the proposal for landowners affected by the second road access and stormwater detention area, without any of the corresponding potential development gains; reduction of any productive use of land between zone boundary and Awahou/Riverslea Drain, encroaching residential activity also makes rural activities difficult to maintain.	Environmental – extending to the Drain would result in additional loss of some further 6.4ha of versatile soils than for Option 1; some additional potential for reverse sensitivity issues at the rural/urban interface and from arterial road noise to occur through extending residential development further along the Howard Street and Havelock Road boundaries. Social – development as far as the stream under the HPUDS strategy assumptions and principles could undermine public confidence in terms of promoting the protection of versatile soils for productive purposes, intensification and compact urban footprint.	Environmental – loss of 2.7ha (excluding the school); this option would lead to substantial potential for land use conflicts at the rural/urban interface (albeit at a smaller scale than for Options 1 & 2) with Plains Production zoned land on two of the four adjoining boundaries; would not achieve a ‘squaring off’ of the urban area or contribute to clearly defined urban edge. Economic – a 30 metre buffer between urban and rural activities, as the minimum expected in the Proposed Plan, would be difficult to achieve, and imposition of such a buffer would further severely limit achievement of any useful residential yield in respect of provision for urban growth; insufficient residential yield potential to effectively cover the significant wastewater infrastructure costs (uneconomic wastewater servicing costs per site). Social – residential amenity for residents within the limited rezoning area could be severely compromised by the proximity of rural activities on adjoining Plains Production Zone land.
BENEFITS Effects anticipated from implementation, including: - Environmental - Economic (incl. on economic growth & employment) - Social - Cultural	Environmental – less impact on versatile soils than for Option 2; adopting the HPUDS indicative outer boundary would result in a tidy ‘squaring off’ of the Hastings urban area. Economic – sufficient residential yield potential to spread significant infrastructure costs across (feasible average servicing costs per site).	Environmental – the Drain would provide a natural, clearly defined and defensible urban edge, and with creation of a stormwater detention area would achieve a significantly greater buffer between the urban and rural environment than the minimum 30 metres expected in the Proposed Plan; better facilitates a comprehensive stormwater management approach for the development area. Economic – fairer distribution of economic gains for landowners affected by the location of the second road access and the taking of land for the stormwater detention area; greater opportunity to be flexible with infrastructure servicing location; greater residential yield potential to spread significant infrastructure costs across than for Option 1 (lower average servicing costs per site than Option 1). Social – will allow for better links to the detention area as potential additional public open space.	Environmental – minimal loss of versatile soils compared to Options 1 & 2.
EFFICIENCY In achieving: - the purpose of the Proposal; and - existing relevant objectives of the District Plan.	<u>Efficient</u> Achieves purpose with total net benefit to society as a whole.	<u>Highly efficient</u> Achieves purpose with lowest total cost and greatest net benefit to society as a whole.	<u>Inefficient</u> Purpose is not achieved. High cost and little benefit to society as a whole.

	OPTION 1: USE HPUDS INDICATIVE BOUNDARY	OPTION 2: EXTEND TO AWAHOU/ RIVERSLEA DRAIN	OPTION 3: LIMIT TO PARKVALE SCHOOL & 1239 HOWARD STREET ONLY
OVERALL APPROPRIATENESS In achieving: <ul style="list-style-type: none"> - the purpose of the Proposal; and - existing relevant objectives of the District Plan. 	Appropriate	Appropriate	Not Appropriate
RISK OF ACTING OR NOT ACTING (if uncertain or insufficient information)	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).
CONCLUSION: The above evaluation demonstrates that extending the outer boundary of the Howard Street Development Area to the Awahou/Riverslea Drain, is an efficient and effective way make additional land available for 'greenfield' housing development in the Howard Street area of Hastings City. Option 2 is considered the most appropriate way to achieve the purpose of the proposal.			

9 Summary & Conclusions

The Howard Street area is specifically identified in HPUDS as a greenfield growth area for Hastings City, and is similarly identified in the RPS as an appropriate greenfield growth area within the Heretaunga Plains sub-region, in Policy POL UD4.3.

This section 32 summary evaluation confirms the following:

1. The Howard Street Urban Development Area represents a suitable greenfield growth area for advancing ahead of other urban growth areas, given the following:
 - it has already been identified as a suitable greenfield growth area for Hastings in HPUDS and the RPS;
 - confirmation of available strategic infrastructure services in the vicinity, that can be extended to provide sufficient capacity;
 - provision of additional locational choice for urban residential development for Hastings, with strong appeal in the market – being located in Hastings East, where there is currently limited greenfield residential land provision, and as an alternative to the current development occurring on the western side of Hastings at Lyndhurst;
 - presence of accessible social infrastructure in Hastings East, including community, education, sport and recreation facilities and public open space, particularly with the presence of Parkvale School, Karamu High School, and Windsor Park, as well as suburban shops on Heretaunga Street East between Windsor Ave and Lumsden Road, all within easy walking distance;
 - a Hastings City location providing nearby employment opportunities;
 - the presence of a landowner/developer with a strong desire to progress a sizeable residential development within the area.
2. Whilst there are reservations about some of the specifics, there generally appears to be reserved support for rezoning of the Howard Street greenfield growth area from affected landowners, the neighbouring community, other stakeholders and mana whenua.
3. The Howard Street Structure Plan is confirmed as meeting the requirements for Structure Plans in the RPS (POL UD10.3 & 10.4).
4. Comprehensive assessment of suitability, including against the matters contained in RPS Policies POL UD12 & POL UD10.4 and the relevant RPS Anticipated Environmental Outcomes AER UD1 – AER UD13, ultimately confirms that the Howard Street urban development area is suitable for urban residential development.
5. The rezoning of the Howard Street area for residential development is confirmed as representing the most appropriate way to provide for the sustainable management of the District's resources – the purpose of the RMA.
6. Adopting the existing Hastings General Residential Zone provisions along with the Structure Plan developed for the Howard Street area, is confirmed as efficient and effective, and deemed the most appropriate way to achieve the purpose of making additional land available for 'greenfield' housing development in the Howard Street area of Hastings City.
7. Extending the outer boundary of the Howard Street Development Area to the Awahou/Riverslea Drain, is confirmed as efficient and effective, and deemed the most appropriate way to make additional land available for 'greenfield' housing development in the Howard Street area of Hastings City.

Therefore, adoption of proposed Variation 3 to the Proposed Hastings District Plan is efficient, effective, and appropriate in terms of section 32 of the RMA.

Appendices

Appendix A
Consultation Record

Appendix B

Transportation Assessment Report

Appendix C

Services Reports

Appendix D

Arterial Road Noise Desktop Assessment

Appendix E

Geotechnical Assessment Report

Appendix F

Natural Hazard Desktop Assessment

Appendix G

Archaeological, Heritage and Outstanding Features Desktop Assessment

Appendix H

Contaminated Soils Assessment Report