

## SECTION 2.4 URBAN DEVELOPMENT AND STRATEGIC URBAN DIRECTIONS

### 2.4.1 INTRODUCTION

In 1993/94 the Hastings District Council completed the Hastings Urban Development Strategy. The purpose of this study was:

*To establish an Urban Development Strategy that will enable high density and low density residential areas within Hastings District, over the next ten, fifteen, and twenty five year horizons.*

The study recognised that a lack of planned provision for residential development that met market expectations had contributed to ad-hoc expansion on the urban periphery, under utilisation of residentially zoned land, and poor quality infill development. This had resulted in increased urban activities on the versatile soils of the Heretaunga Plains, which had generated both environmental and amenity conflicts from a range of incompatible activities occurring in an uncontrolled manner. The subdivision of rural blocks into unsustainable 'peri-urban' sections had also occurred randomly through the Hastings District.

In examining future options, the study recognised an increasingly diverse demand profile. Changes in age and community composition, occupancy rates, and attitudes to urban density, the specific aspirations of Tangata Whenua, and the development of increasingly specialised markets confirm that the simple provision of land is not adequate to ensure effective residential development.

The study also examined, on a comprehensive basis, the constraints to development. These included the ongoing diminishment of limited high quality soils, as well as limitations to development imposed by flood, geotechnical and coastal erosion hazards, landscape, ecological and cultural limitations.

The study concluded that the District Plan needs to provide a range of residential development opportunities. The District Plan also recognises that providing a sustainable urban development environment is also significant in the sustainable management of the natural and physical resources of the Hastings District. In particular it provides greater certainty to land users on the periphery, and allows the interface of urban and rural activities to be more effectively managed. The provision of identified development areas, will encourage strong investment and attention to residential amenity, while limiting development in other areas and will protect existing amenity and character.

The HUDS strategy will be progressively implemented as part of the current and future District Plans. The areas identified for future Urban Development and the type of development envisaged for each area is outlined in Appendix 2.4-1. In addition to new areas for urban development, the plan's Low Density Residential Strategy will introduce a range of residential opportunities, while the residential Subdivision and Land Development provisions will provide greater flexibility and policies directed towards enhancing residential amenity throughout the Hastings District.

In addition to the directions established by HUDS the Council needs to address comprehensively, development options beyond the 25 year planning horizon. The Council is keen to ensure that ad hoc expansion onto high quality soils is avoided, and that the limits established by HUDS remain the extent to which urban expansion occurs on the plains over the period to 2016. Council will also closely monitor the development of housing during the District Plan period, and develop a strategic urban policy to address future options for housing away from highly versatile land in order to enhance its sustainable capacity for future generations.

The objectives and policies contained in the District Plan will enable HUDS recommendations to be implemented. They will provide Council with effective tools to resist unwarranted and inappropriate expansion of the urban boundary in areas contrary to Council's express direction. The policies will require Council to monitor and invest future resources into a Strategic Urban Initiative, both to relieve pressure on the demand for additional land, and to promote alternative forms and styles of urban development.

## 2.4.2 RESOURCE MANAGEMENT ISSUES

- ***Effect of ad hoc urban development on natural and physical resources.***

Past mismatches between the provision and demand for residential development has created pressure for Council to provide small releases of rural land to accommodate unsatisfied demand. This has not proven effective in terms of meeting people's needs or in some cases, protecting the soil resource. Uncontrolled urban expansion is likely to adversely affect the valuable and finite soil resources of the Heretaunga Plains through impervious surfaces, limit options for their future use and increase the potential for conflict between incompatible activities. It can also place pressure on existing infrastructure and compromise both urban and rural amenity values.

Further urban development is, however, necessary if people and communities are to provide for their economic and social well being in terms of their residential and business needs. The District Plan will therefore need to provide for the sustainable management of both urban and rural resources on the Heretaunga Plains. The Council considers that urban development should be comprehensively planned and managed to address these issues. HUDS has recommended some directions for future urban growth to help do this, but under the Act other options initiated by private developers will also need to be considered and evaluated as they arise.

- ***Protection of Residential Amenity.***

Infill housing has to date provided a major source of growth in both Havelock North and Hastings. Continued support for infill accommodation may reduce the pressure for new residential areas. Higher density development also requires the District Plan to address elements such as bulk and location, screening and sunlight access, in order to protect residential amenity values.

- ***Natural Hazard Limitations to Urban Development.***

There are a number of areas in both Havelock North and Hastings that are at risk to adverse natural events. This imposes a constraint on the amount of land available for potential urban expansion. Soil instability and flooding potential are key elements.

- ***The access of Tangata Whenua to Traditional Lands for Housing Purposes.***

Present Residential development patterns do not adequately reflect Tangata Whenua aspirations to reside on and develop ancestral lands. Local Iwi wish to reside on land close to traditional marae. Most of this land is in multiple ownership, and some areas have inadequate water supply, or waste disposal facilities to allow intensive urban development.

- ***Managing the Rural - Urban Interface.***

There has been little control over the effect of activities located at or near the boundaries between urban and rural areas of the Hastings District. Growing awareness of the impacts of spray drift, the effects of both productive and residential activities on adjoining land users, and the adverse impact on production of urban development has made the effective separation of activities important. Planned development that reduces demand for ad hoc urban development will minimise the potential for conflict between rural and urban land uses. The identification of future development areas will also enable the future interface of urban and rural land uses to be planned for.

- ***Community Perceptions of Housing.***

The predominant urban demand has consistently been for detached dwellings on greenfield sites. This is in conflict with the need to consolidate urban boundaries. If the District is to

consolidate its urban boundaries over the long term, the community will need to re-examine its attitude to residential development, and be willing to explore alternative forms, densities, and design criteria.

### 2.4.3 OBJECTIVES

- UDO1 To establish an effective, and sustainable supply of residential land to meet the current and future demands of the Hastings District Community.*
- UDO2 To minimise the expansion of urban activity onto the versatile soils of the Heretaunga Plains.*
- UDO3 To continue to promote infill development and the redevelopment of existing residential areas.*
- UDO4 To minimise future environmental hazards, at the urban rural interface.*
- UDO5 To ensure discharges are managed so that adverse effects on the environment and existing systems are comprehensively addressed.*

### 2.4.4 POLICIES

- UDP1 Implement an urban development strategy which ensures that there is adequate residential land to meet demand, and so avoid pressure being placed on Council to rezone land on an ad hoc basis for residential development.**

#### Explanation

Components of the intended strategy are detailed in Appendix 2.4-1. These identify areas for future urban development, that minimised potential environmental conflicts, and provided an adequate resource to provide for ongoing sustainable residential development. As demand for residential land occurs, the Council will rezone land in these areas for residential purposes. This enables the community to have confidence that adequate residential land will continue to be provided, and ensure that horticulturalists and other landowners will be able to manage their activities without the risk of uncoordinated ad hoc development occurring that may negatively impact on the ability of them to sustainably manage their resources.

- UDP2 Ensure that a diverse range of residential development opportunities are available throughout the Hastings District.**

#### Explanation

Urban greenfield development will continue to accommodate the bulk of the Hastings District's residential market. The District Plan recognises that the residential market is becoming increasingly diversified. The District Plan will provide a wide range of residential development opportunities, in different areas of the Hastings District provided the effects associated with these, and their impact on adjoining activities can be effectively managed.

- UDP3 Investigate a range of alternative urban development strategies beyond the HUDS timeframe which avoid, remedy or mitigate adverse effects including minimising effects on high quality and versatile soils in terms of their life supporting capacity and the reasonably foreseeable needs of future generations.**

Explanation

Council will review the HUDS project during its implementation period to examine long term development options. This will include examining the options to avoid further expansion of the urban boundary, or the use of high quality or versatile soils beyond the HUDS implementation period for urban development.

**•UDP4 Manage the extent and effect of expansion of the rural – urban interface.**Explanation

Extensions to the urban perimeter can increase the urban-rural interface and the potential for conflict between them. Urban expansion should occur in a manner that minimises the extent of the urban-rural interface, or enables effective interface management to be introduced to minimise effects on both rural and residential activities.

**•UDP5 Encourage higher density development as both a short and long term mechanism to avoid, remedy or mitigate adverse effects including the effects on high quality and versatile soils.**Explanation

Opportunities exist for continued high density development in both the residential and commercial areas of the Hastings District. The District Plan will seek to facilitate high density development, while setting appropriate standards to protect residential amenity.

Higher density options are also a key component of the Council's longer term urban development policy.

**•UDP6 Provide for the implementation of programmes to reduce the susceptibility of existing residential areas to natural hazards (notably flooding) in order to maintain and expand their residential capacity without increasing the flooding or water table effects in neighbouring or downstream areas.**Explanation

Council will work with Hawke's Bay Regional Council to improve the security of existing and future residential areas, from natural hazards, to maximise the potential utilisation of residentially zoned land.

**•UDP7 Ensure stormwater and sewage reticulation and treatment systems for new development areas are designed and managed so that any adverse effects on the environment or existing systems are adequately avoided, remedied or mitigated.**Explanation

An essential issue that will have to be addressed when considering whether new development areas should be allowed is whether discharges can be effectively managed. The low lying nature of many of the urban areas of the Hastings District makes providing adequate reticulation systems difficult. In addition the existing systems may not be able to be extended further than their present extent without upgrading.

## 2.4.5 METHODS

The Objectives and Policies will be implemented through the following Methods:

- **Regional Policy Statement and Plans**

The Regional Policy Statement has adopted specific objectives and policies for urban development on the Heretaunga Plains. The Hastings District Council will ensure that its planning and regulatory functions are carried out in a manner that is not inconsistent with these directions.

- **Hastings District Plan:**

Rural Zone (Section 5.0): Residential development is provided for in the Rural Zone of the Hastings District. Subdivision rules in the District Plan permit lifestyle blocks to be subdivided in the rural zone on a limited basis.

Plains Zone (Section 6.0): The Plains Zone will provide for the subdivision of small lifestyle blocks, on existing non-complying sites, where the balance land is amalgamated into a complying title. This will enable the residential use of uneconomic areas of land while promoting the creation of titles that can be sustainably managed for a range of activities.

Rural Residential Zone (Section 7.0): The District Plan will continue to provide for the development of a specific rural residential zone to accommodate development of peri-urban lifestyle blocks on the fringes of Hastings, Havelock North and Napier.

Residential Zones (Section 8.0): The District Plan will incorporate three residential zones, and will progressively add land to these to provide for future greenfield development. The areas identified for future residential expansion through the HUDS study and are displayed in Appendix 2.4-1.

Deferred General Residential Zone (Section 8.0): The District Plan includes a Deferred General Residential Zone which identifies areas which have been specifically identified as part of the community's future residential land bank. Notation in the District Plan does not indicate that development of these will occur ahead of other areas.

Commercial Zones (Section 9.0): Residential accommodation is provided for in a number of Commercial zones. This allows the market to accommodate higher density 'inner city' residential units.

Te Mata and Tuki Tuki Special Character Zones (Sections 11.1 and 11.2): These Zones provide for a range of residential opportunities which reflect their strategic role as an interface between the General Residential, Plains, and Rural zones in the Hastings District.

**Special Purpose Zone: Regional Sports Park (Section 11.3):** This Zone provides for the establishment of a comprehensively planned regional sports and recreation facility. The need for such a facility has previously been confirmed by the Council and the preferred site identified near Hastings in the rural area close to the existing residential zone / plains zone boundary and key transportation routes following a detailed analysis of alternative sites. The Zone is important, particularly with respect to the rural – urban interface and accessibility to recreational facilities.

Papakainga RMU (Section 13.1): The District Plan provides for Papakainga development on Maori land under the Te Ture Whenua Maori Act 1993. This method addresses the particular aspirations of the Hastings District's Tangata Whenua, who wish to reside on their ancestral lands.

Subdivision and Land Development (Section 15.1): Subdivision in New Urban Development Areas identified in Section 2.4 of the District Plan will have to have regard to any Structure Plan prepared by the District Council for these areas.

- **Coastal Environment Strategy**

The HUDS study recognised significant niche markets for continued residential development in the coastal margins. In examining urban development issues on the coast, the Council will have particular regard to directions established in the NZ Coastal Policy Statement and the Hastings Coastal Environment Strategy.

- **Urban Containment Policy**

During the life of the District Plan the Council will investigate the strategic long term options for residential growth beyond the HUDS planning period. This will include reassessing the direction of urban expansion, as well as options for future intensification of the present urban form, and redevelopment of the urban area. Council will also re-examine its role in facilitating development to achieve a reduced demand on new land areas.

- **Review of Hastings Urban Development Strategy (HUDS)**

The Hastings District Council will undertake a review of HUDS findings as part of its monitoring programme. This will enable the Council to ensure that supply continues to match or lead demand. It will further enable Council to monitor the time-frame in which to address its Urban Containment Policy.

- **Structure Plans**

Where appropriate, the Hastings District Council will, for the New Urban Development Areas identified in Appendix 2.4-1, develop Structure Plans to guide development. These will identify the preferred location of key assets such as arterial or collector roads, reserves and trunk infrastructural elements. The Structure Plan may also indicate Council's preference on the establishment and provision of other amenity elements such as pedestrian linkages, cycling networks, and amenity planting. Subdivisions carried out in the New Urban Development Areas will be required to have regard to the intentions of any relevant Structure Plan.

- **Private Plan Changes**

The Resource Management Act specifically provides for privately initiated plan changes. Where individuals propose to rezone land for residential or rural residential development, these will be tested against the purposes and principles of the Act, and their consistency with the Urban Development Strategy and Low Density Residential Strategy adopted by the Council through its District Plan.

- **Infrastructural Investment**

The Council will continue to direct resources toward upgrading the infrastructural resources of the urban areas to accommodate increased residential development through the Annual Planning Process. The Hastings District Council will also continue to work with the Hawke's Bay Regional Council to improve stormwater disposal on the Heretaunga Plains, and reduce the exposure of new and existing urban areas to possible inundation.

- **Residential Design Guides**

As part of its intention to facilitate increased urban density while promoting high quality development the Hastings District Council will produce a Higher Density Residential Design Guide to assist landowners, builders, and designers to be innovative in the development of residential activities at high density.

#### **2.4.6 ANTICIPATED OUTCOMES**

It is anticipated that the following outcomes will be achieved:

- A well functioning residential market that is able to cater for and respond to demand for residential housing without generating adverse environmental effects.
- Continued infill development at differing densities, while maintaining acceptable levels of residential amenity.
- The completion of the HUDS Implementation Programme.
- The establishment of a strategic long term Urban Policy that provides for an urban future of Hastings and Havelock North that avoids, remedies or mitigates adverse environmental effects and minimises the loss of valuable finite soil resources on the Heretaunga Plains.
- Increased Residential development on Maori land and on land close to Marae.