

## 2.4 URBAN STRATEGY

### 2.4.1 INTRODUCTION

In the past, Hastings District and Napier City have planned for their urban growth needs independently. However, recently both Councils and their communities have reached the viewpoint that, in light of the limited natural resources on the Heretaunga Plains, the issue of urban growth needs to be better managed. A lack of planned provision for residential development that meets market expectations has contributed to ad-hoc expansion on the urban periphery, under-utilisation of residentially zoned land, and poor quality infill development. This has resulted in increased urban activities on the versatile land of the Heretaunga Plains, which has 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 has also occurred randomly through the Region.

In conjunction with the Hawke’s Bay Regional Council, the Hastings District and Napier City Councils have agreed that a sub-regional approach over a longer period of time is the most appropriate method for considering urban growth issues. The Heretaunga Plains Urban Development Strategy (HPUDS) was completed in 2010 [and reviewed in 2017](#) and provides for the growth needs of the two cities through the period 2015 to 2045. The Strategy has been devised with the changing population profile over the period very much in mind. This includes a rapidly ageing population with a 68 percent increase in the number of people aged 65+ by the end of the period, and an increase in the number of young Maori as a percentage of the population. The Strategy does not commence until 2015. However, the period between the adoption of the Strategy and the start of its implementation has been used to develop an Implementation Plan and embed the recommendations in the both the Regional Policy Statement and the District Plan.

HPUDS established a number of key principles and these include:

- Quality living environments with high levels of amenity and thriving communities;
- A growing and resilient economy which promotes opportunities to live, work, invest and play;
- *Mana Whenua* values and aspirations are recognised and provided for;
- Productive value of the District’s soil and water resources are recognised and provided for and used sustainably;
- Urban centres of Napier and Hastings have distinct identities and provide complementary working, living and learning opportunities;
- Community and physical infrastructure is planned, sustainable and affordable.

One of the aims of the Strategy was to ensure that both Napier and Hastings retain their distinct identities and provide complementary living, working and educational opportunities.

The relevant recommendations from HPUDS have been incorporated into the Regional Policy Statement (RPS). The Regional Policy Statement outlines five Principal Outcomes to reflect the HPUDS recommendations:

- (i) Providing for development both urban and business while retaining versatile land, ensuring efficient utilisation of existing infrastructure and discouraging or avoiding ad hoc residential development or further rezoning for rural residential.

- (ii) Achieving containment of urban activities by identifying appropriate and inappropriate growth areas.
- (iii) Encouraging intensification of urban activity.
- (iv) Achieving strategic integration of infrastructure with land use. This requires the sequencing of growth areas and the drafting of structure plans.
- (v) On-going monitoring and review of development in the Heretaunga Plains sub-region.

The District Plan will implement the directions established in the Regional Policy Statement as well as other recommendations from the Heretaunga Plains Urban Development Strategy. This includes the identification of those areas that are appropriate for new greenfield growth. These are outlined and mapped in Appendix 1 however the Council has also prioritised the land that will be required during the life of this Plan and these are identified in Appendix 2. This will provide certainty for developers on where future development will be supported. This also provides a balance between the need to provide choice to the community in the location and character of new housing while protecting the versatile land resource for future generations. The objective arising from HPUDS and supported in the RPS is for the Councils to achieve more compact development within their existing boundaries. One of the features of the identified growth areas will be the provision of distinct and identifiable urban boundaries beyond which further expansion will not be permitted.

The other strand of providing for future urban growth is the need to provide for more compact development. HPUDS establishes a goal of achieving an increase in the number of households being accommodated within a smaller land area. Currently Hastings is achieving 40% infill development and Napier 50% but the aim is to increase this percentage to a more sustainable figure of 60% of new housing taking place within the existing urban boundaries by the end of the period. It is intended that the goal will be progressively worked toward over the 30 year period of the Strategy.

The concept of compact development applies equally to greenfield development areas as it does to intensification or infill residential development. Residential density levels of greenfield development areas under the Operative District Plan 2003, were approximately 12 dwellings per hectare (dph). The aim is that densities should gradually increase to 15dph for new urban development areas and those areas identified in Appendix 2 by 2045. There may also be potential in these areas for pockets of higher density development to occur around open spaces or a particular special feature of an area. Such opportunities should be identified at the time structure planning occurs, in order to guide and direct appropriate development density.

The means of achieving the intensification goal in Hastings has been through the implementation of a Medium Density Housing Strategy which identifies particular parts of the urban area where increased density of residential living will be encouraged. The Objectives and Policies for the Medium Density Housing Strategy are discussed in Section 2.6 and the particular Rules will be enabled through the residential provisions. The Medium Density Housing Strategy aims to achieve a high quality residential development of greater intensity in appropriate areas of the City.

The District Plan needs to provide a range of residential development opportunities and this will not be restricted through the adoption of the Medium Density Housing Strategy. Through the process of HPUDS it was identified that a range of housing opportunities can be maintained through the combination of greenfield, compact, coastal and rural residential development, although no provision will be made for further growth of the Rural Residential Zone through the period of this District Plan.

Council will closely monitor the development of housing during the District Plan period, and adhere to the HPUDS recommendations to direct new housing development away from highly versatile land in order to enhance its sustainable capacity for future generations.

## 2.4.2 ANTICIPATED OUTCOMES

It is anticipated that the following Outcomes will be achieved:

- UDAO1** A well-functioning residential market that is able to cater for and respond to demand for a range of residential housing types with the focus on compact development.
- UDAO2** Increased intensification of the existing urban environments, while maintaining acceptable levels of residential amenity.
- UDAO3** The completion of the HPUDS Implementation Programme.
- UDAO4** Urban development that avoids, remedies or mitigates adverse environmental effects, particularly in respect of the Heretaunga Plains Unconfined Aquifer and avoids the loss of valuable finite soil resources on the Heretaunga Plains in line with the Heretaunga Plains Urban Development Strategy.
- AOUD5** Increased Papakainga development on Maori land and on land close to Marae.
- AOUD6** Tangata whenua values and aspirations related to urban development are recognised and provided for.

## 2.4.3 OBJECTIVES AND POLICIES

**OBJECTIVE UDO1** **To reduce the impact of urban development on the resources of the Heretaunga Plains in accordance with the recommendations of the adopted Heretaunga Plains Urban Development Strategy (HPUDS).**

**POLICY UDP1** *To achieve containment of urban activities and provide for residential greenfield growth in the areas identified as appropriate within the Hastings Urban Development Study document through to 2015 and in HPUDS for the period beyond 2015 and through to 2045.*

**POLICY UDP2** *To manage the supply of greenfield sites to encourage medium density housing within the existing urban boundaries.*

### Explanation

The provision for urban growth is provided for under both the Hastings Urban Growth Study which outlines the growth areas for the City through to 2015 and thereafter by the Heretaunga Plains Urban Development Strategy. HPUDS recommends a policy of urban containment requiring greater levels of medium density housing within the existing urban boundaries. In order to ensure that containment occurs, HPUDS identifies growth areas and also areas where growth is not appropriate.

**OBJECTIVE UDO2** **To ensure that new urban development is planned for and undertaken in a manner that is consistent with the matters outlined in the Hawke's Bay Regional Policy Statement.**

**POLICY UDP3** *Priority is to be placed on the retention of the versatile land of the Heretaunga Plains, the protection of the Heretaunga Plains Unconfined*

*Aquifer from the adverse effects of urban development and the efficient utilisation of existing infrastructure.*

**POLICY UDP4** *To establish a sequence of the land that has been identified as appropriate for urban development.*

**POLICY UDP5** *To prepare comprehensive structure plans, in consultation with tangata whenua with Mana Whenua, landowners, infrastructure providers and the local community, for each identified urban growth area. Structure Plans shall be prepared prior to any plan change application to amend the zoning of these areas to facilitate urban development.*

Explanation

The Heretaunga Plains Urban Development Strategy (HPUDS) is embedded in the Hawke's Bay Regional Policy Statement. The retention of the versatile land of the Heretaunga Plains for primary production and the efficient use of the existing infrastructure are the main drivers in establishing the desired settlement pattern in HPUDS.

As part of the implementation of HPUDS the Council has identified the sequence of the identified growth areas. This gives certainty for the community and also allows the Council to appropriately plan for the provision of infrastructure and keep the cost of development as low as possible. The sequence of the development areas could change if circumstances change as a result of the on-going monitoring of the supply and demand of the residential needs of the community.

Once this sequencing or prioritizing of growth areas is established, there is a need to begin structure planning for those identified growth areas that are priorities. A comprehensive structure planning process (as required by the Hawkes Bay Regional Policy Statement in Policies UD10.1 and UD10.2 covering the matters set out in UD10.3 and UD10.4 and prepared in accordance with POL UD12) must precede any plan change process to rezone these areas for residential development to ensure an integrated approach to infrastructure provision and that aspirations for development density are in accordance with this provision.

**OBJECTIVE UDO3** **To establish an effective and sustainable supply of residential and business land to meet the current and future demands of the Hastings District Community.**

**POLICY UDP6** *To implement the Heretaunga Plains Urban Development Strategy which identifies urban growth areas to meet the needs of the community over the life of the Plan.*

**POLICY UDP7** *To undertake regular monitoring and review of the uptake of residential growth areas identified in the Heretaunga Plains Urban Development Strategy.*

Explanation

The Heretaunga Plains Urban Development Strategy identifies those parts of the Hastings District that are suitable in meeting the greenfield needs of the District over the period of this Plan and beyond. Those areas are identified in Appendix 1. These areas have been identified on the basis that

they establish readily identifiable urban boundaries beyond which expansion onto the versatile land should not occur. They have also been identified on the basis of land which results in the efficient utilisation of existing infrastructure investment. The Council will establish a regular monitoring programme of residential uptake rates and will utilise this information to review its policy for the prioritisation of the identified growth areas. In addition, the Council, in conjunction with Napier City and Hawkes Bay Regional Councils will review the appropriateness of these identified growth areas to meet the HPUDS growth targets and any revised population projections, if any of the circumstances outlined in POL14.2 of the Hawkes Bay Regional Policy Statement occur.

**POLICY UDP8**

*Ensure that there is a range of residential development opportunities within the District.*

Explanation

One of the aims of the Heretaunga Plains Urban Development Strategy is to ensure that the range of residential choices is retained over the life of the Strategy. This does not mean that there will be an unrestrained supply of the different types of residential development. The intention is that the emphasis for future residential development will be on creating compact urban form where the majority of development will take place within the existing urban boundaries. There is a sufficient supply of rural lifestyle sites through to 2045 and therefore no expansion of the Rural Residential Zones is envisaged. However careful monitoring of supply and demand will be required to ensure that similar levels of choice between Napier and Hastings is maintained.

**OBJECTIVE UDO4**

**To retain and protect the versatile land resource soils that are is the lifeblood of the local economy from ad hoc urban development**

**POLICY UDP9**

*To avoid the unnecessary expansion of urban activity onto the versatile land of the Heretaunga Plains*

**POLICY UDP10**

*To identify distinct and clear boundaries between the urban area and the Plains Zone.*

**POLICY UDP11**

*In the absence of distinct physical boundaries such as roads or rivers, require the provision of greenbelts to maintain separation distances between the Urban and Plains environment and also to separate distinctive urban areas.*

Explanation

Studies have shown that primary production is and will continue to be the force behind the local economy. Feedback from the community makes it clear that there should be greater recognition given to the importance of the versatile land of the District and the protection of them from land uses that are not associated with primary production. There has been a perception by the community of an on-going creep of urban development onto the Plains; and the Council has ensured that the identified greenfield growth areas are accompanied by clear and distinct boundaries which will be able to be readily defended from further expansion proposals in the future. The community also recognised that there is a need to keep the identities of distinctive communities such as Havelock North and Hastings

separate and therefore a greenbelt should always be maintained between such communities.

Council also wishes to curb the trend for out of zone commercial development that has found its way into the Plains Zone over recent years. This has often been on the premise that it is an efficient use of a resource by re-using existing buildings but there has been no recognition given to the effect that these activities are having on the existing commercial centres of the District.

**OBJECTIVE UDO5**

**To promote the redevelopment of existing residential areas.**

**POLICY UDP12**

*Encourage higher density development as both short and long term mechanisms to avoid adverse effects including the effects on versatile land.*

Explanation

Urban expansion should occur in a manner that minimises the extent of the urban rural interface and further development within the existing boundaries is a natural response to achieve this outcome. Infill development has played a lesser role in providing for the residential needs of the District to date. The Council has undertaken a Medium Density Housing Strategy to facilitate more intensive residential development. This Strategy has identified the areas of the City where the high levels of amenity and good transportation links required for successful medium density development would be most achievable. The Council has provided a set of Design Guidelines for medium density development as well as incentives to encourage adoption of the design principles. However it is acknowledged that the move to medium density development will not happen overnight and that there will be a transition to the medium density levels.

**OBJECTIVE UDO6**

To minimise the risk of biosecurity incursions of an unwanted organism in the district and enable response to any such biosecurity incursions.

**POLICY UDP13**

*To participate in an integrated approach towards the management of biosecurity issues by assessing potential risks from new activities and adopting methods to enable the response to any biosecurity incursions.*

Explanation

The sustainability of the primary production industry within the District could be severely compromised by a biosecurity incursion of an unwanted organism. Council will work with other agencies to manage the risk of such a an incursion and to enable an appropriate level of response this may require response mechanisms within the urban environment

## 2.4.4 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 will give effect to these directions.

### HASTINGS DISTRICT PLAN

Rural Zone (Section 5.2): 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 on a limited basis in the Rural Zone.

Plains Zone (Section 6.2): The Plains Zone will provide for the subdivision of small lifestyle blocks, on existing non-complying sites, but only where the balance land is amalgamated into a complying title or to create 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 Zones (Sections 5.3 and 8.3): 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. It is evident that there is a large supply of these sites, enough to meet the needs of the District through to 2045. Therefore further supply of sites will be limited and no further provision for the expansion of the Rural Residential Zones will be provided for. The level of demand for these sites will be carefully monitored over the life of the Plan.

Residential Zones: The District Plan will incorporate a number of Residential Zones, and will progressively add land to these to provide for future greenfield development. The areas required for future residential expansion through to 2045 have been identified through the HPUDS study. These growth areas have been embedded in the Regional Policy Statement and are outlined in Appendix 1. Not all of those areas will be required to meet the demand over the life of this District Plan. The Council has identified the areas which are likely to be required to ensure continuity of supply of residential greenfield sites within the District over the ten year life of the District Plan. These areas are:

1. Hastings – Lyndhurst Extension (North)
  - Kaiapo Road
2. Havelock North – Arataki Extension
  - Iona Road - Hill Site (Lots 1, 2 & 3 DP24404, Lot 6 ¼ share in Lot 9 DP24404)

These areas are identified in Appendix 2. In the meantime their current Plains zoning will remain. Structure Plans will be prepared ahead of their rezoning to residential.

Deferred Residential Zones: The District Plan includes ~~three~~ two Deferred Residential Zones. The first of these is the second stage of the Lyndhurst development at Frimley. The second development area is at Te Awanga, incorporating the latter stages of the Te Awanga Downs urban development area and the later stages of the East Road development area Haumoana to provide for future coastal residential development. ~~The third area is located between Iona and Middle Roads, Havelock North.~~ All of these areas require specific criteria to be met before the deferred zoning is uplifted and the new residential zones can take effect be implemented. Notation in the District Plan does not necessarily indicate that development of these areas will occur ahead of other areas.

A Structure Plan has been developed for the Te Awanga Downs urban development area (Appendix 15A). This structure plan includes provisions for the staged uplifting of the Deferred Residential zoning of the Te Awanga Downs urban development area upon the satisfaction of specified triggers outlined in the Haumoana Te Awanga Residential Zone section of the District Plan.

Commercial Zones: Residential accommodation is provided for in a number of Commercial Zones. This allows the market to accommodate higher density 'inner city' residential units which is an outcome of the Urban Design Framework.

Te Mata and Tuki Tuki Special Character Zones (Sections 8.4 and 5.4): These Zones provide for a range of residential opportunities which reflect their strategic role as an interface between the Residential, Plains, and Rural Zones in the Hastings District.

Special Purpose Zone: Regional Sports Park (Section 13.2): This Zone provides for a comprehensively planned regional sports and recreation facility. The need for such a facility was confirmed by the Council and, following a detailed analysis of alternative sites, the preferred site identified near Hastings in the rural area close to the existing Residential Zone/Plains Zone boundary and key transportation routes. The Zone is important, particularly with respect to the rural – urban interface and accessibility to recreational facilities.

Papakainga (Section 21.1): The District Plan provides for Papakainga development on Maori land under the Te Ture Whenua Maori Act 1993 and subject to resource consent on land owned by Maori under General Title. This Method addresses the particular aspirations of the Hastings District's tangata whenua with mana whenua who wish to reside on their ancestral lands.

Subdivision and Land Development (Section 30.1): 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 HPUDS study found that there is an increasing demand for residential land in coastal areas. HPUDS has therefore identified limited coastal development in areas that have already been compromised by existing development and are located away from coastal hazard zones or areas likely to be susceptible to flooding or sea level rise. The Coastal Environment Strategy for the District will be consistent with the national policy direction outlined in the New Zealand Coastal Policy Statement and will take into account the implications of Climate Change for coastal areas of the District.

## **HERETAUNGA PLAINS URBAN DEVELOPMENT STRATEGY**

The Heretaunga Plains Urban Development Strategy (HPUDS) investigated the strategic long term options for residential growth for the Heretaunga Plains sub-region. This included reassessing the direction of urban expansion, which resulted in recommendations for future intensification of the present urban form. HPUDS has identified growth options well beyond the life of this District Plan. However the recommendations from the Strategy taken forward will be carefully monitored to ensure that the identified growth areas and the Policy for greater levels of intensification remain valid.

The Heretaunga Plains Urban Development Strategy has been developed with the objective of establishing defined urban boundaries around the City of Hastings to safeguard the versatile land upon which the district's economy is heavily based. As a result Council will not be encouraging greenfield development outside of those areas identified in HPUDS. Any such development will need to be undertaken by Private Plan Change with full justification against the principles of HPUDS and addressing how the development is to be serviced and integrated with the infrastructure network.



## **STRUCTURE PLANS**

Urban development within greenfield growth areas will occur in accordance with a comprehensive structure plan to guide development. These structure plans will be prepared in accordance with Policies UD10.1-UD10.4 and Policy UD12 of the Regional Policy Statement prior to development occurring and will identify the preferred location of key assets such as Arterial or Collector roads, reserves and trunk infrastructural elements. The Structure Plans may also indicate Council's preferences on the density of development and the establishment and provision of amenity elements such as pedestrian linkages, cycling networks, buffer setbacks and amenity planting. Subdivisions carried out in the greenfield 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 Heretaunga Plains Urban Development 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 Residential Design Guide for medium density housing development to assist landowners, builders, and designers to be innovative in the development of residential activities at more intensive levels.

## **MONITORING PROGRAMMES**

In accordance with the recommendations adopted from the Heretaunga Plains Urban Development Strategy the Council will undertake regular monitoring of both the supply and demand relating to residential development within the District, including rural lifestyle sites. The monitoring programme will be an integral decision making tool for reviewing policy relating to the continuity of supply of residential sites.