

Background to the Iona Urban Growth Area

History of Urban Growth in the Hastings District

Residential growth in the Hastings District has historically been achieved through the incremental expansion of the City's boundaries.

Prior to local government amalgamation in 1989 the urban growth directions for both Havelock North and Hastings relied in the first instance on approval from the Local Government Commission to annex land from the Hawke's Bay County Council, which was fiercely protective of the versatile and productive soils surrounding the city and parts of the Borough.

The need to protect the versatile land and soils of the Heretaunga Plains for productive use has shaped the continued urban development of the District and has been the central tenet of all urban growth studies carried out since this time.

Havelock North acts principally as a suburb of Hastings. The historical growth of this settlement has been by expansion onto peripheral areas of land surrounding the settlement. Over the last 20 years this has primarily occurred to the east of the Village centre. Historical studies were also mindful that the extent of the urban expansion in Havelock North needed to be balanced against maintaining the features which give the area its distinctive and attractive residential environment.

In the 1982 Hawkes Bay Planning Study, Havelock North was identified as a locality in which pressure for boundary extensions was likely to be felt earliest due to a combination of a strong demand for new sections and shortage of supply.

The 1982 study identified that it would be possible for Havelock North's population growth over the period 1982-1995 to be accommodated within the existing borough boundaries without too much difficulty. However beyond that time extensions would need to occur unless an active policy of encouraging consolidation within urban boundaries was pursued by local authorities.

By the mid 1980s, Havelock North continued to expand to the west and east and up into the hills on more difficult and expensive land.

Identification of land at Iona for urban growth

The Iona triangle block and hill areas to the south-east of Iona Road were some of the many areas investigated as potential growth options in the 1979 Hawkes Bay Planning Study (Refer to the area identified in red in figure 1 below).

- I WESTSHORE
- II AHURIRI
- III ONEKAWA
- IV - WEST (NTH)
- V - SOUTH
- VI MAREWA
- VII MARAENUI
- VIII NAPIER HILL
- IX - SOUTH
- X TAMATEA
- XI GREENMEADOWS
- XII TARADALE
- XIII - SOUTH
- XIV PIRIWEA
- XV NAPIER CENTRAL

- XVII MAHORA
- XVIII ST LEONARDS
- XIX FRIMLEY
- XX BAUREKA
- XXI MAYFAIR
- XXII PARKVALE
- XXIII CENTRAL HASTINGS
- XXIV AKINA
- XXV WOODLICH
- XXVI CAMBERLEY
- XXVII FLAXMERE EAST
- XXVIII - WEST
- XXIX HAVELOCK NORTH
- XXX ONEKAWA WEST (Sth.)
- XXXI BAYVIEW
- XXXII AIRPORT
- XXXIII WHARERANGI
- XXXIV PORAITI
- XXXV OMAHU
- XXXVI TARADALE EAST
- XXXVII MELANEE
- XXXVIII AWATOTO
- XXXIX PAKOWHAI
- XL CLIVE
- XLI HAUMONGA
- XLII TE AWANGA
- XLIII WHAKATU
- XLIV TOMOANA
- XLV TWYFORD
- XLVI IRONGATE
- XLVII FERNHILL
- XLVIII LONGLANDS WEST
- XLIX - EAST
- L HAVELOCK NORTH SOUTH
- LI HASTINGS SOUTHEAST
- LII PORT OF NAPIER
- LIII TE MATA PEAK



HAWKES BAY AREA PLANNING
STUDY ZONES

Figure 1 1979 Hawkes Bay Area Planning Study Zones

In September 1989, the Havelock North Borough District Scheme identified part of the Middle / Iona area as a future urban expansion area (refer figure 2A below).

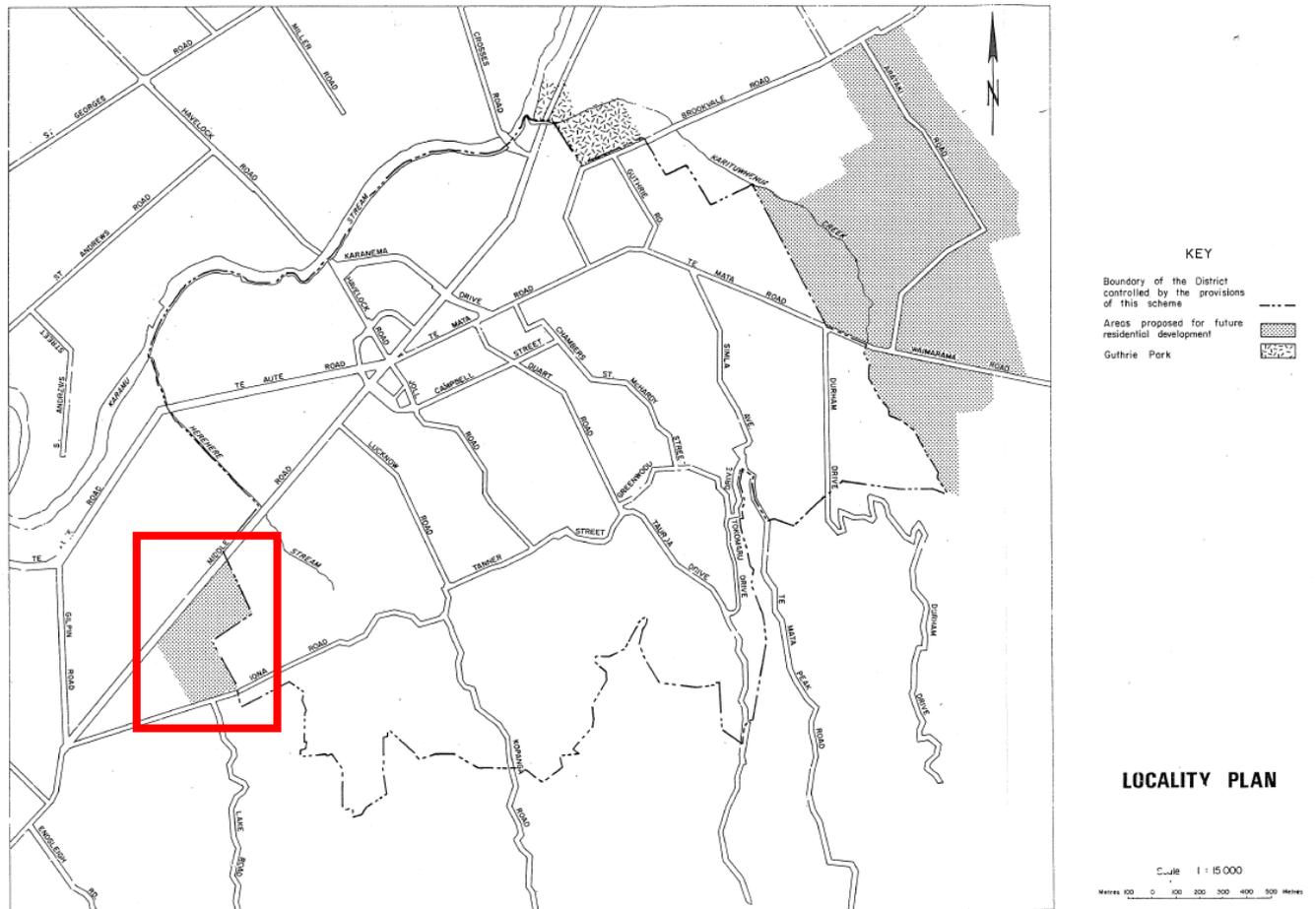


Figure 2A Havelock North Borough District Scheme September 1989 – Areas proposed for future residential development.

Following local government amalgamation in 1989, the Hastings District Council undertook an urban expansion review in 1990. At this time it was predicted that the District had a shortfall of approximately 150 sections (1990 Urban Expansion Review file number STR-4-1-11-32).

Further investigations into options for urban expansion identified a number of peripheral areas of both Hastings and Havelock North as suitable for immediate residential development. Engineering investigations confirmed that the Havelock North areas were more cost effective to service, hence the Council resolved to concentrate the entire short term release of land in the Havelock North area. The land between Middle and Iona Road was one such area identified (refer Area B Figure 2B below).

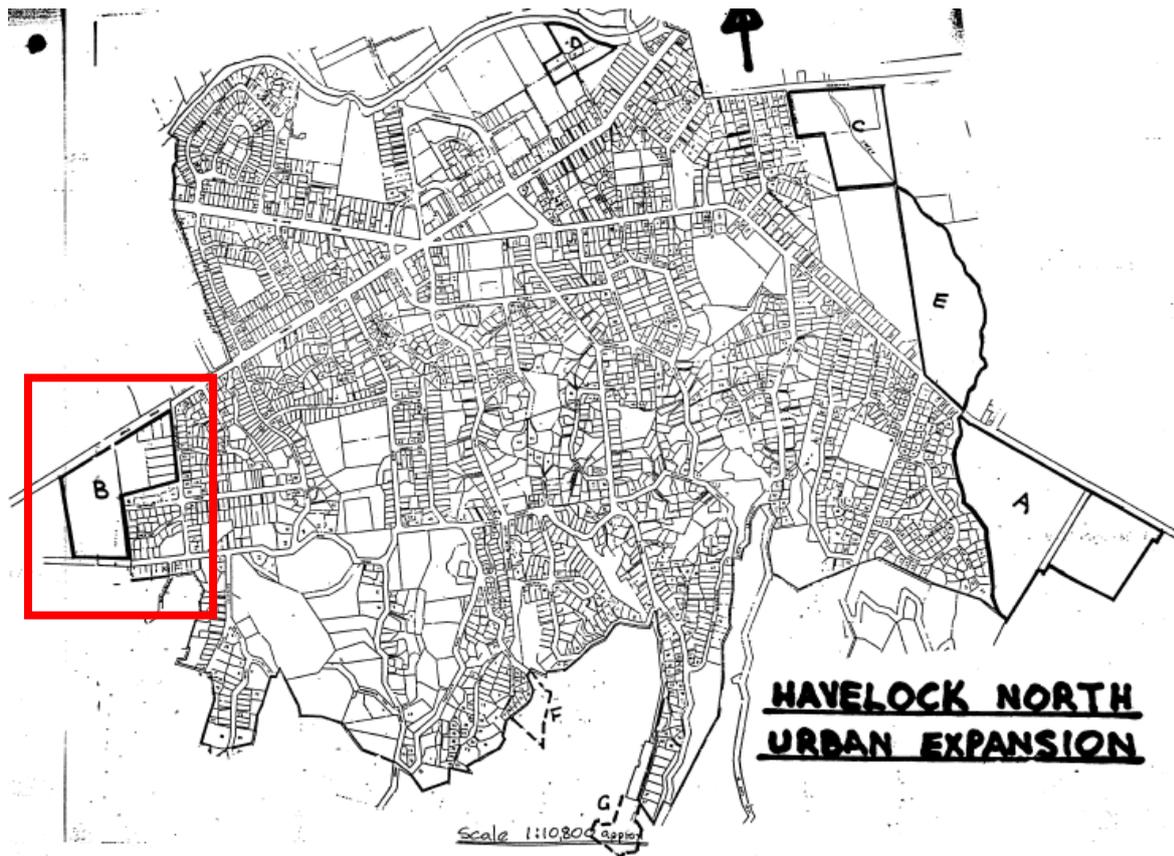


Figure 2B Areas Proposed for Residential Rezoning – Havelock North Urban Expansion 1990

Area B (land between Middle and Iona Roads) was rezoned along with 4 other areas as a result of the abovementioned urban expansion review following local government amalgamation. This rezoning was required to provide immediate additional supply to meet projected demand up until 1993.

Following rezoning, development of these 5 Havelock North areas proceeded and met with steady demand. The exception to this was that much of the Iona Middle Road rezoning area was purchased by one of the adjacent landowners and was not developed at that time nor since.

HUDES 1993

In 1993 Hastings District Council adopted an Urban Development Strategy for the District (referred to as HUDES 1993).

Figure 3 below outlines all the areas that were investigated for possible urban expansion in the HUDES 1993 study. The area identified in red illustrates that again the subject land (Middle Iona Triangle block and the hill land south-east of Iona Road) was included in the development investigation areas as Fringe Area 10 and Outer Investigation Area A.

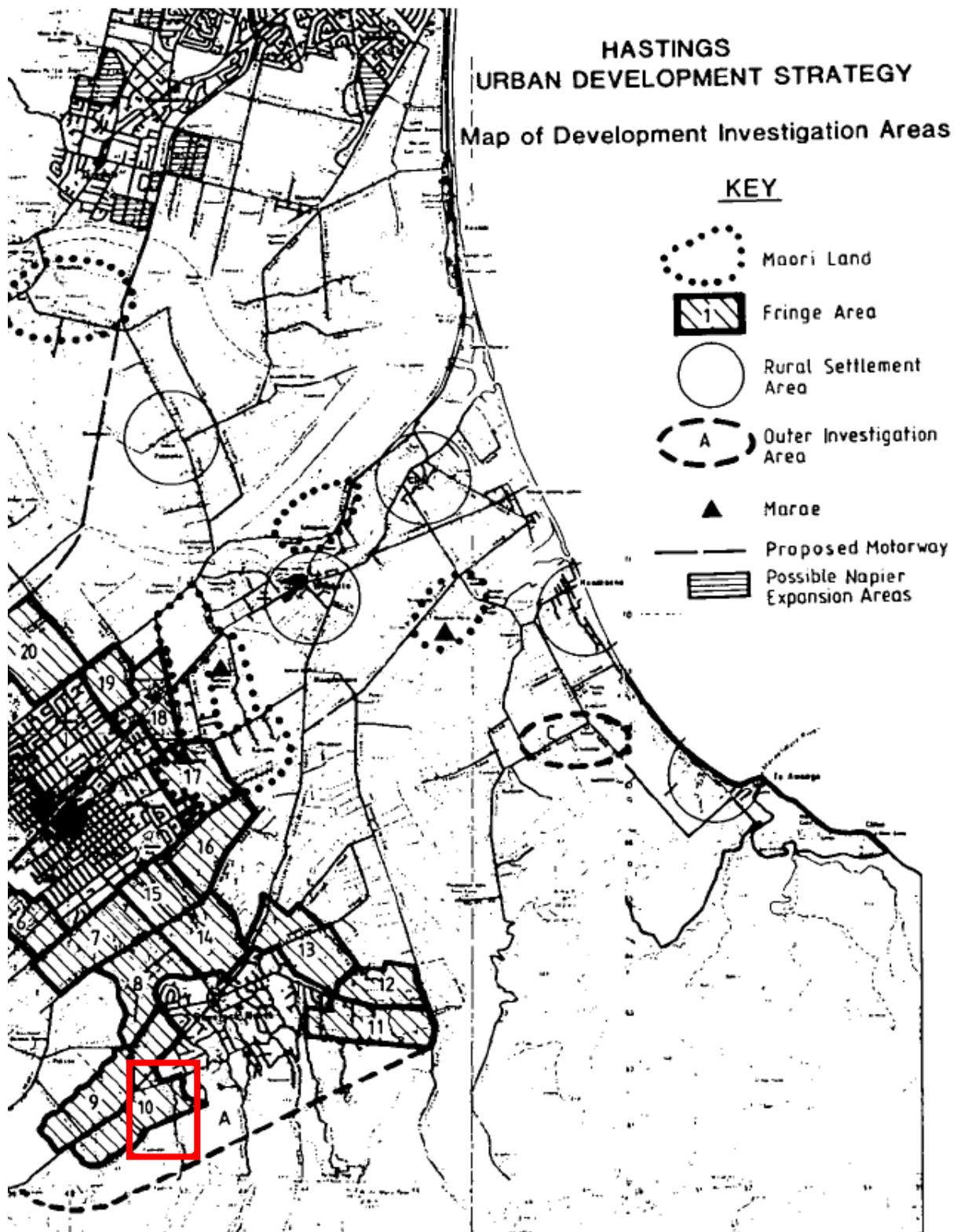


Figure 3 HUDS 1993 Investigation Areas (as they relate to Havelock North)

The HUDS 1993 strategy proposed new areas for residential development to meet the district's growth needs for the next 20 years to 2013. This study identified the preferred areas for the bulk of the residential greenfields development, with much of the projected growth to be accommodated in the Lyndhurst (Hastings market) and Brookvale / Arataki (Havelock North) areas.

In particular, the following diagram in Figure 4 and map in Figure 5 outline the 1993 identified residential development strategy as it related to Havelock North.

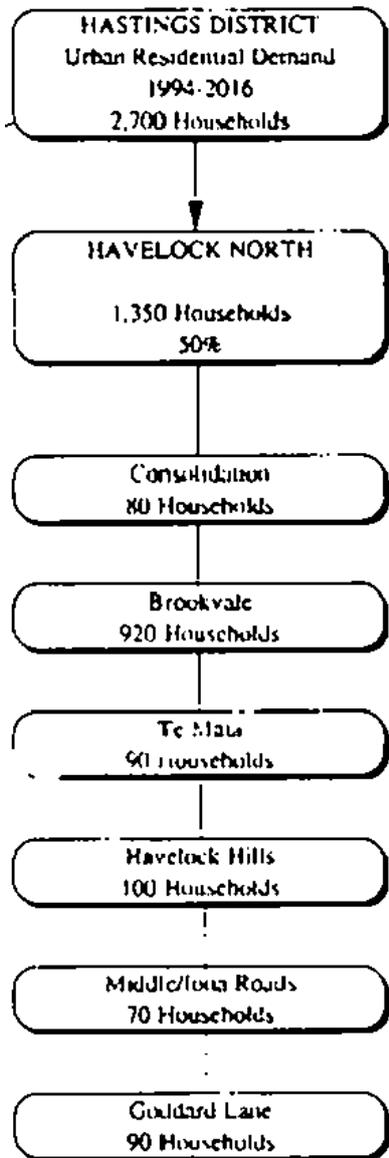


Figure 4 (above) Residential Development Strategy (Havelock North Component)

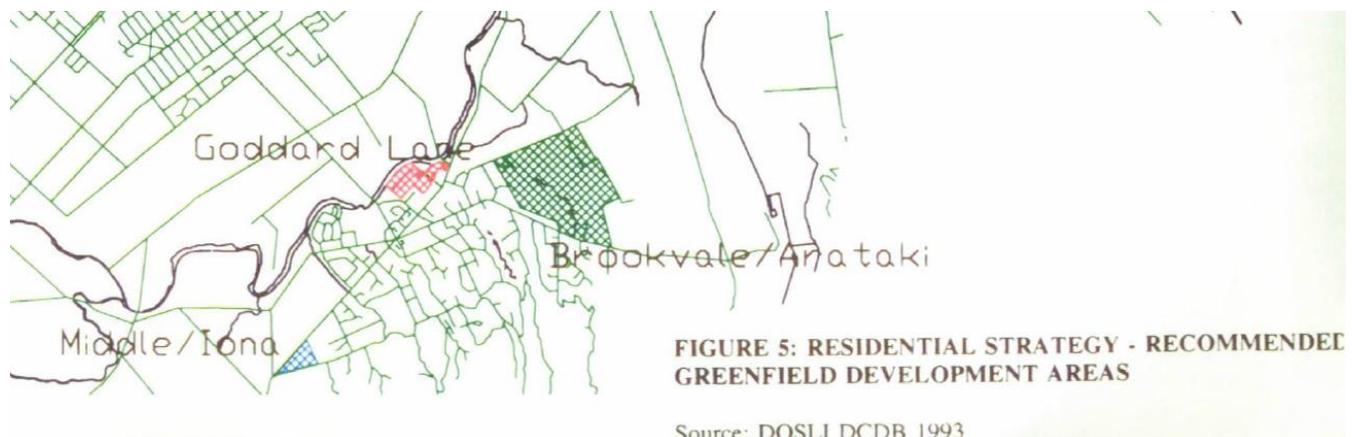
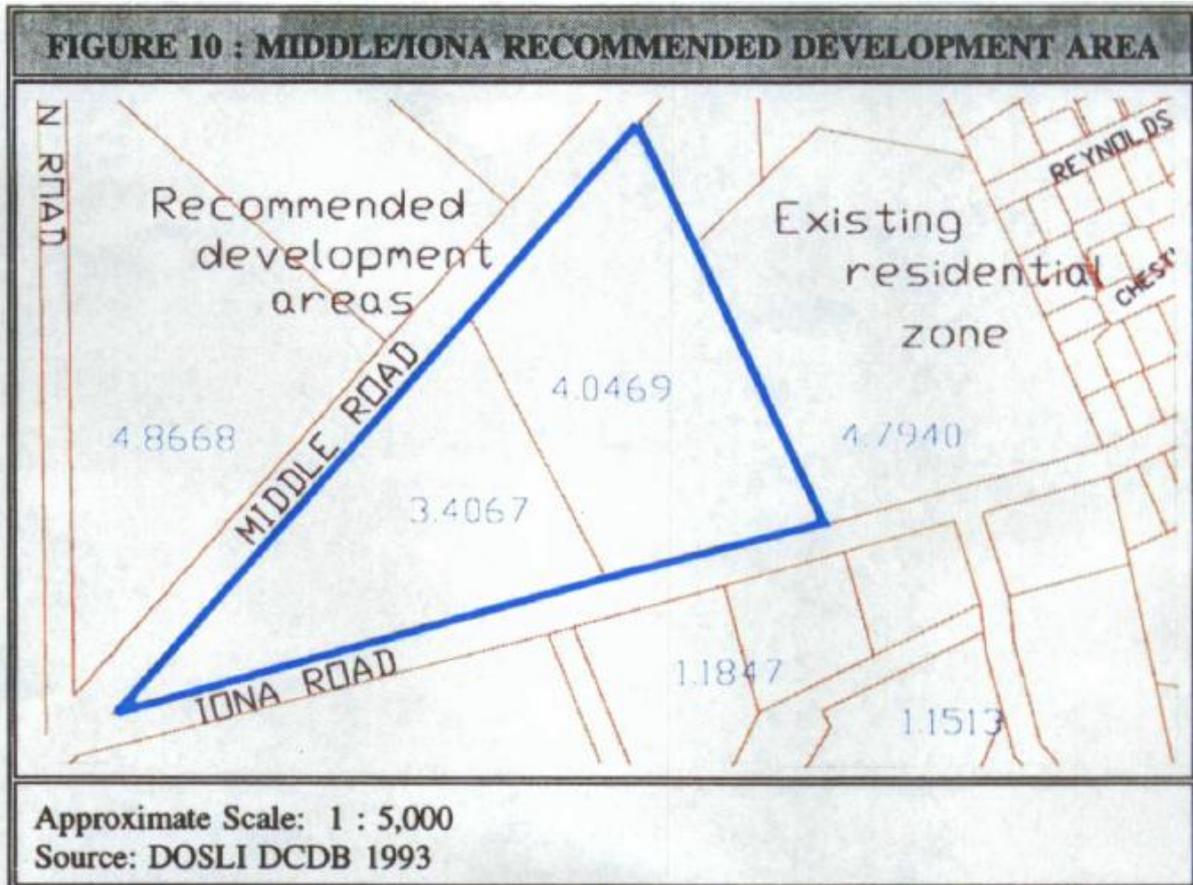


Figure 5 Residential Development Strategy Recommended Greenfield Development Areas

Specifically HUDS 1993 identified the remaining unzoned area of the Iona / Middle Rd triangle block as a recommended development area (refer Figure 10 below). The HUDS 1993 report stated that *“This area has been identified in previous studies and adjoins the existing residential zone. It is estimated that the potential yield of this 7.4ha area is approximately 70-75 lots based on 12 dwelling units per ha and taking into account land requirements for roads, reserves and services”*.

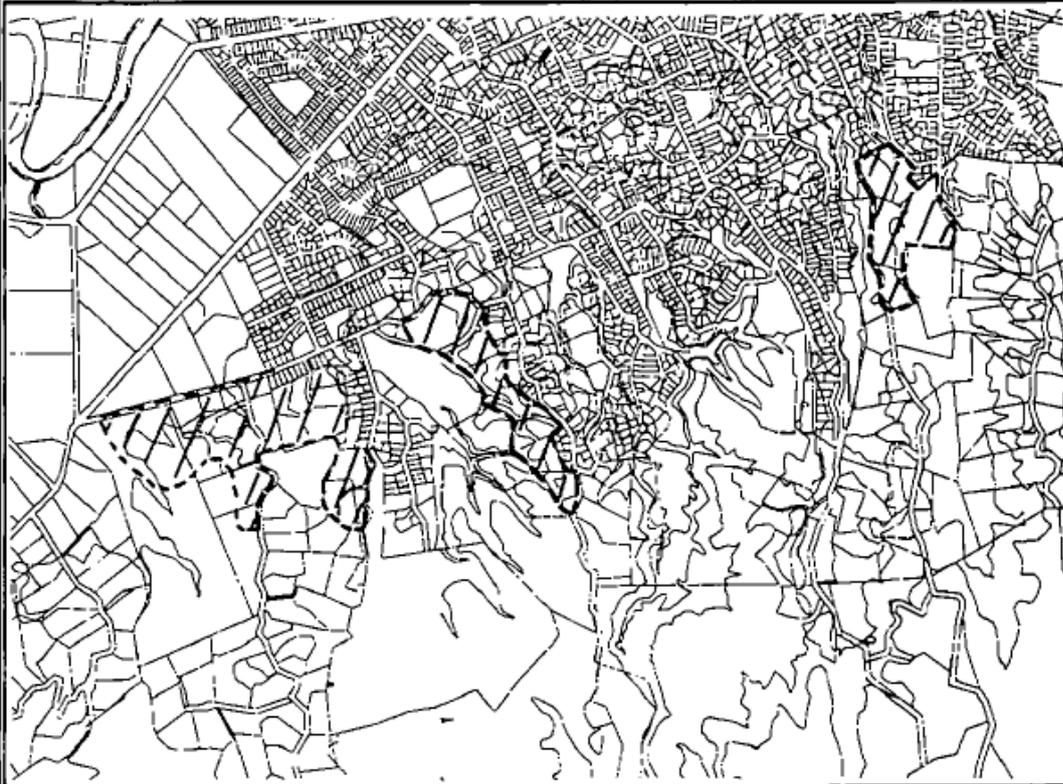


The lower part of the Iona hill area to the south-east of Iona Road and including the Breadalbane Ave area is included within the Havelock Hills recommended development area (refer Figure 9 overleaf). The area was recommended in the HUDS report as *“an extension to the existing general residential zone in this area subject to site specific geotechnical and engineering service investigations. The expected section yield of this area is likely to be 100 lots”*.

The Iona Hill site is also specifically identified in Figure 15 (overleaf) and recommended to be rezoned to Rural 5 – for intensified rural residential development. This was to be achieved by reducing the minimum lot sizes from a 1.5ha average to a 1.0ha average. This particular site was specifically identified in the study recommendations *“as a probable area for early consideration for rezoning”*.

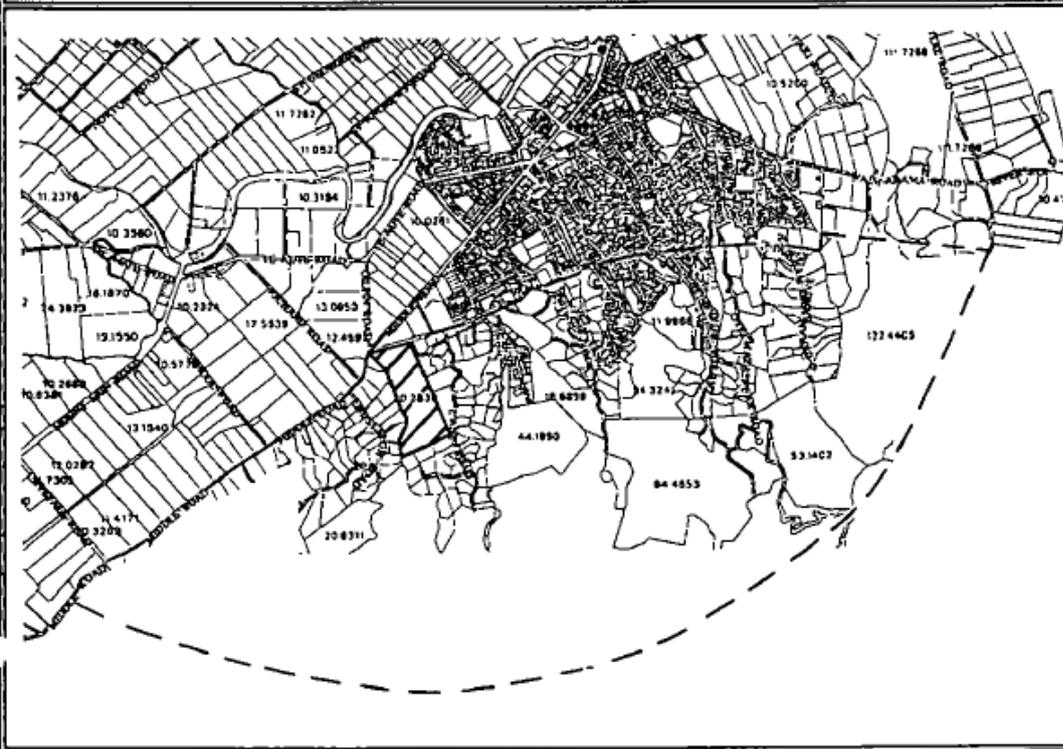
This area was subsequently rezoned to allow for more intensive rural residential development.

FIGURE 9 : POSSIBLE RESIDENTIAL DEVELOPMENT AREAS - HAVELOCK HILLS



Source: DOSLI DCDB 1993

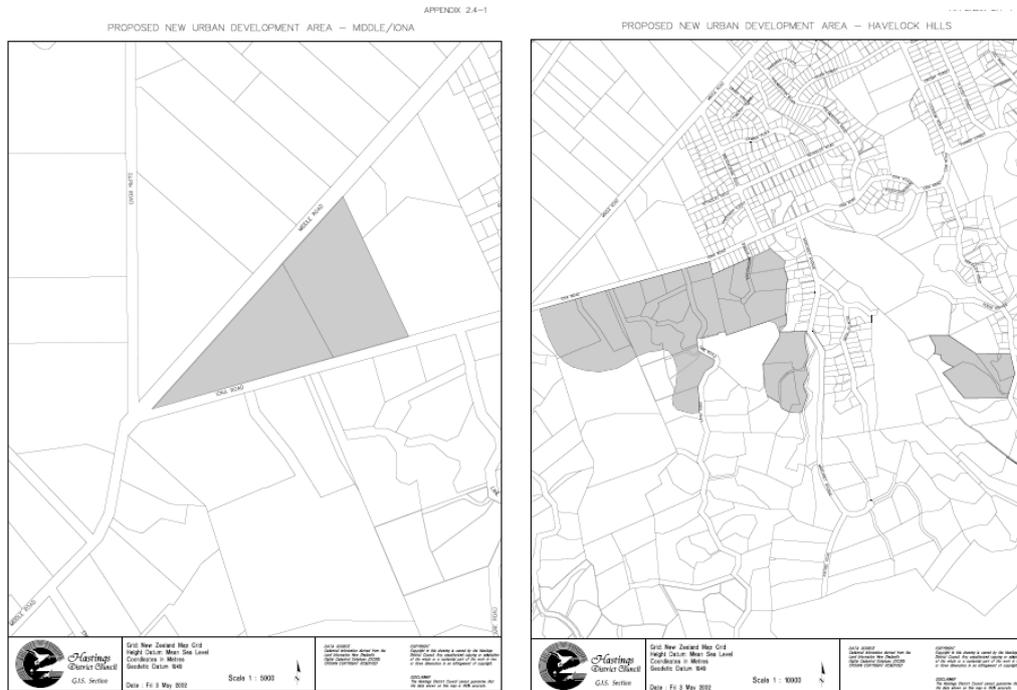
FIGURE 15 : AREA RECOMMENDED FOR REZONING TO RURAL 5 - HAVELOCK HILLS



Source: DOSLI DCDB 1993

HUDS became a fundamental part of the Operative District Plan when it was notified in 1997 (and when it was confirmed as Operative in 2003) and included these areas as identified New Urban Development Areas (NUDA's) as shown in Figure 6 below. These areas signal the Council's intention to rezone these areas for new housing in the future.

Figure 7 Hastings New Urban Development Areas Section 2.4 of the District Plan.



Reviews of HUDS

Following a review of demand in 1999, Council undertook a review of greenfields development options in 2000. This reconfirmed both Arataki and Lyndhurst as the main focus for new residential development. The Arataki area in Havelock North has been developing as planned since 1998.

A further demand review was undertaken in 2005, which projected that the supply remaining in these and other smaller areas such as Williams Street and Clive would be sufficient to meet demand until 2015/16 in Hastings and 2012/13 in Havelock North. It recommended that a full review of the Urban Development Strategy be undertaken to identify potential new sites for rezoning and development beyond that period, and that work on this was to commence soon due to the lag time to open a growth area to the market. Council was to initiate that review in 2007/08 to allow the full results from the 2006 census to be used for re-evaluating projected growth. However Council in consultation with Napier City Council and the Hawke's Bay Regional Council decided to undertake this work as a Regional Growth Study.

Heretaunga Plains Urban Development Strategy (HPUDES) 2010

The development of the HPUDES was a collaborative approach involving the Hastings District Council, Napier City Council and Hawke's Bay Regional Council for the period 2015-2045.

The Strategy took a long-term integrated view of urban land-use and infrastructure and the timescale was extended to 30 years to align with that for transportation strategies prepared under the Land Transport Management Act. The strategy study built on the information from the existing urban development strategies and studies and interim reviews, supplemented by the following additional studies:

- Climate Change - MWHGlobal
- Demographic and Economic Growth Outlook - Economic Solutions
- Retirement Sector Housing Market - Economic Solutions
- Mana Whenua Consultation- Wikki Design
- Market Demand - Telfer Young
- Brownfields Sites - Boffa Miskel

The land identified in the HUDS 1993 strategy in Figure 9 and 10 was carried through in the HPUDS strategy along with an extended area of land (that had been identified previously within the Outer Investigation Area A) to provide more elevated sites off the fertile Heretaunga Plains land. The HPUDS greenfield urban development areas are identified in the two figures immediately below:

Figure 1 - Iona / Middle Road Block

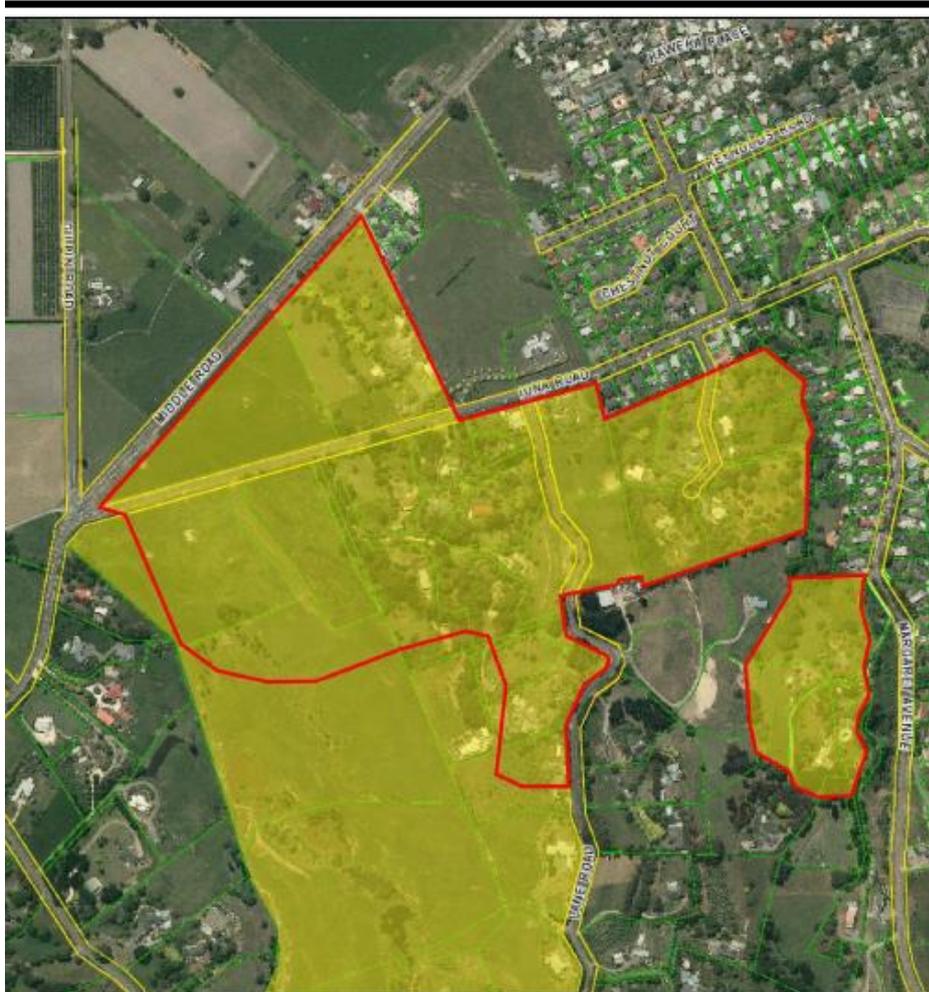


Figure 2 - Havelock Hills Lower



Regional Policy Statement

The HPUDS strategy goals and objectives as well as the areas identified as appropriate for urban expansion were included in the Hawkes Bay Regional Resource Management Plan which includes the Regional Policy statement via Change 4 - Managing the Built Environment. This change was made operative on 1 January 2014.

This change amended the Regional Policy Statement to include a number of objectives and policies relating to the identified urban growth areas. In particular, it included, the requirement for the preparation of a Structure Plan to guide and direct development prior to rezoning land for urban development.

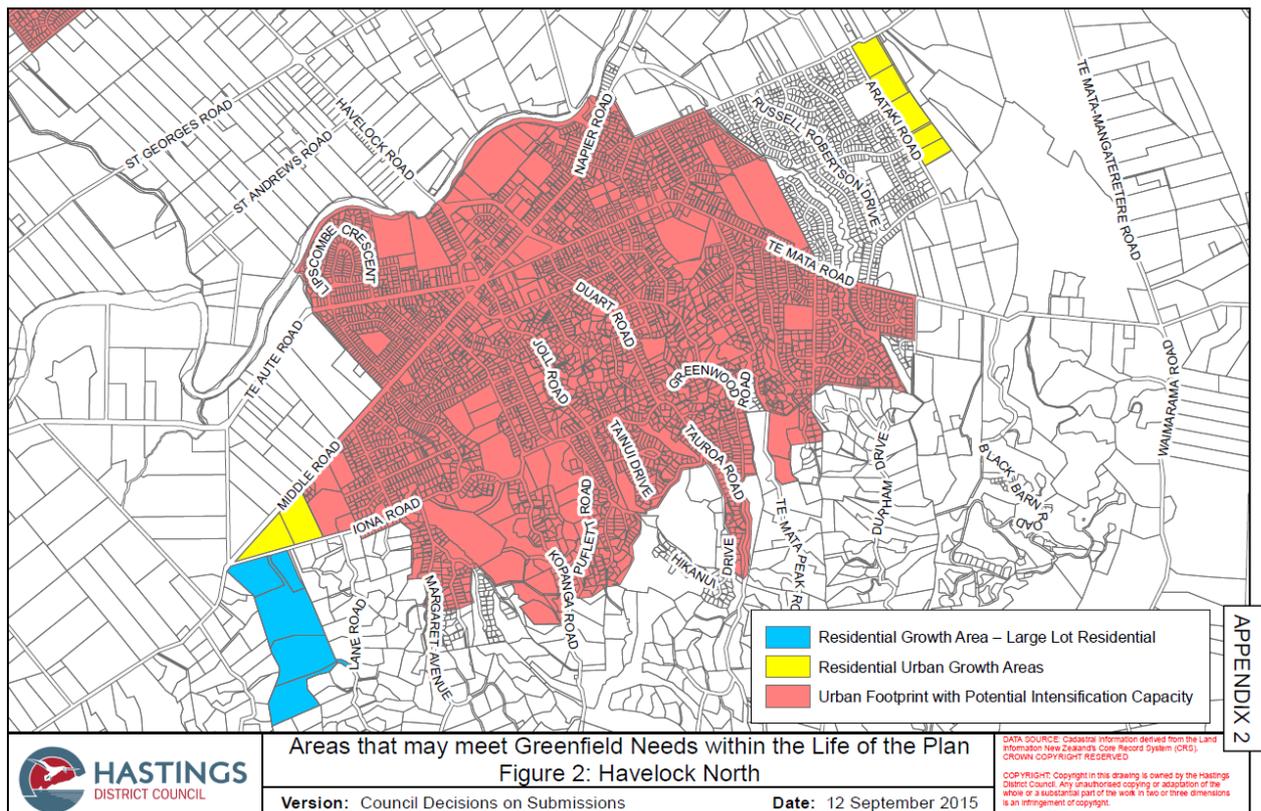
Proposed District Plan (amended by decisions on submissions) 2015

The Council released its Proposed District Plan in 2013 for public submissions. Submissions were received from Lowe Family Holdings requesting that the Iona triangle land be rezoned for general residential purposes and that the hill site be rezoned for large lot residential (minimum 2500m² sites).

As for all submission requests for rezonings to the Proposed District Plan, all landowners adjoining the land requested to be rezoned were notified and had the ability to become involved through the further submission process. Following the submission and further submission period, submission reports were prepared and hearings held for both the triangle and hill blocks of land in April 2015. The decisions on the rezonings were reflected in the Proposed District Plan as it was notified following decisions on submissions in September 2015.

The zoning pattern for these areas shows a deferred Havelock North residential zone applied to the triangular block at the corner of Middle and Iona Roads (refer Figure 10 above). This deferred zone signals Council's intention to rezone this land for new housing once a structure plan has been prepared (as required by the Hawkes Bay Regional Policy Statement) to guide development of the area.

The Proposed District Plan also includes an Urban Strategy which incorporates the principles and growth areas identified within HPUDS and the Regional Policy Statement. It also specifically identifies those HPUDS areas which are likely to be needed within the ten year life of the Proposed District Plan. These areas include the subject areas at Iona (refer Appendix 2 Figure 2 of the Proposed District Plan 2015 below):



Re-prioritising the urban growth areas in Havelock North

Land on the northern side of Arataki Road had been the next area planned for future residential growth in Havelock North. However due to significant odour issues from the nearby mushroom farm, the Council resolved to amend the sequencing of HPUDS identified urban growth areas.

At its meeting on September 24 2015, Council resolved that officers be instructed to progress the preparation of a Structure Plan for the Middle / Iona and Havelock Hills areas on the south western side of Havelock North.

Appeals to the Proposed District Plan

Following the release of the PDP decisions on submissions in September 2015, the Lowe Family lodged two appeals with the Environment Court in respect to the Proposed District Plan's provision for housing in the Iona area. Both appeals seek the more rapid advancement and more intensive development of the identified housing areas. Sixteen parties (primarily landowners adjoining both the triangle and hill sites) notified their interest to become parties to the Appeal (or section 274 parties).

Given the reprioritisation of the Iona area and the resolution of Council to progress the structure plan for this identified urban growth area, the Council requested leave from the Environment Court to pursue mediation of this Appeal via a collaborative design process. These appeals have been, and remain, on hold.

Issues and Options Paper July 2016

Council officers prepared an issues and options paper discussing the proposed residential development of the urban growth areas identified in HPUDS and located on the south western side of Havelock North.

The purpose of the Issues and Options paper was to summarise the initial analysis undertaken by Council with the intention of seeking feedback from potentially affected members of the community in order to inform the development of a Structure Plan for the area.

The paper sought:

- To **inform** parties of the issues identified and the potential development options;
- To **elicit feedback** from interested parties in order for Council to **better understand the issues identified or to raise awareness of additional issues that have not been identified.**
- To **seek feedback on the options proposed** so that these can be further developed and refined.
- To **facilitate community participation and collaboration** in the proposal.

Overall feedback on the Issues and Options Paper was sought to assist with identifying the most appropriate area to include in a Variation (and associated Structure Plan) to be progressed by Council in the short term.

Two community consultation meetings were held in August 2016 to discuss the paper and gain feedback from the community.

Comments from 34 individuals and groups were received on the issues and options document. These comments were summarised and made available to view on the Council's website.

A database was set up with email contact details of all those who had made comments on the issues and options paper. This was used to ensure continued contact with interested and affected parties as the project progressed.

Iona Working Group Process November 2016 – April 2017

An Iona working group was set up to facilitate a design-led plan for residential development of the Iona Urban Growth Area. The working group was made up of representatives from the Lowe Family (as landowner), along with their surveyor and planning consultant, three Council officers (policy manager and two senior policy planners), and four representatives from the 274 group along with their planning consultant. Council's Stormwater Manager and Parks Manager attended meetings as required.

To assist with this process the Council engaged Isthmus Group (landscape and urban design consultants), on behalf of the Iona working group, to lead the design process for the study

area. The study area included the land subject to the appeal as well as additional land in the area identified for urban growth in HPUDS and the Regional Policy Statement.

The Iona Working Group members agreed to work cooperatively for the long term benefit of the Iona area and Havelock North as a whole and set the following objectives and outcomes to be achieved:

- That the Iona Urban Growth area develop into a place that adds value to Havelock North providing an opportunity to create innovative land development responses to this unique environment;
- That the quality of the environment created within the Iona Urban Growth Area – both urban and rural residential – reflects best practice urban design outcomes and the NZ urban design protocol;
- That the development provisions that shape the Iona Urban Growth Area seek to achieve the objectives of HPUDS in terms of development that uses land efficiently while creating a high quality residential community;
- That a structure plan for the Iona Urban Growth area is developed in a collaborative manner that reflects the objectives outlined above;

Eight meetings were facilitated with the Iona working group over the period November 2016 – April 2017. These meetings included:

- Isthmus Group presented a recommended design process;
- Discussion of the features that contribute to the character of the area;
- Discussion of local developments that have retained landscape or residential character, or have specific features that contribute to pleasant amenity;
- A walk-over of the Lowe land;
- Discussion and decision to exclude the Margaret Avenue HPUDS area from the study area due to significant natural hazard and stormwater constraints;
- Isthmus Group presented design principles or concepts that might underpin a design of the area; feedback and refinement of these from the group;
- Isthmus Group presented a design concept for the area including the specific design elements and principles;
- Discussion around appropriate densities in each of the three proposed neighbourhood areas within the development site;
- Presentation of the design concepts for the discrete Breadalbane Avenue area;
- Discussion around the alignment options and design treatment for the main spine road; and
- Feedback on the overall design concepts from both the landowner and 274 group representatives.

To assist in the design process, examples from existing residential areas and subdivision developments were utilised to determine what characteristics would be appropriate for a new residential area at Iona. These included:

- a range of densities;
- Havelock North character;
- responsive to landform;
- maintaining rural character;

- a tree-lined landscape; and
- gracious and quiet.

After further work and discussion the following more detailed concepts emerged as important components for the development of the Iona area:

- retention of the central ridge (unplanted) and valley to divide the area into 'neighbourhoods';
- stormwater neutrality;
- location of any potential spine road to service the hill area – in the saddle of the central ridge to reduce visibility;
- means of achieving buffer areas between existing residences and new development;
- a loop connection for recreational purposes;
- scarps landscaped;
- walking track circuit through reserves with pedestrian access to Lane Road;
- three residential neighbourhood areas – Triangle (including lower hill area), Middle Hill and Upper Hill;
- placement or location of building platforms provides the basis of density in the Upper Hill neighbourhood;
- a range of lot sizes and a mixed layout of lots so they are not uniform – i.e. avoidance of cookie cutter development
- street frontages that enable an open feel to the development; and
- treatment of the main spine road to provide rural character – no parking, footpath on one side only, informal groups of street trees, sloping grassed berms, no kerb and channel.

A concept plan was developed by Isthmus which incorporated these design elements. This plan, and the Iona Working Group discussions on this concept plan, has informed the development of the draft structure plan.

Draft Structure Plan Development May - July 2017

During May, June and July Council officers developed a draft structure plan for the Iona Urban Growth Area based on the outcomes of the Iona Working Group's design-led process. In developing the draft a number of meetings were held with specific adjoining landowners and aspects of the draft plan were workshopped with Council staff and Councillors. The draft structure plan is reflective of all the technical and design work and consultation undertaken to date.

This plan was presented to the Iona Working Group on 27 July 2017.

On 1 August 2017, the Council released the Iona draft structure plan to the community for feedback and began targeted landowner and general community consultation. A full record of all the consultation undertaken to date has been compiled.