

PROPOSED HASTINGS DISTRICT PLAN
PROPOSED VARIATION 4:

IONA
Urban Development Area

SECTION 32 SUMMARY EVALUATION REPORT



Proposed Hastings District Plan

**Proposed Variation 4: Iona Urban
Development Area**

Section 32 Summary Evaluation Report

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Section 32 Summary Evaluation Report

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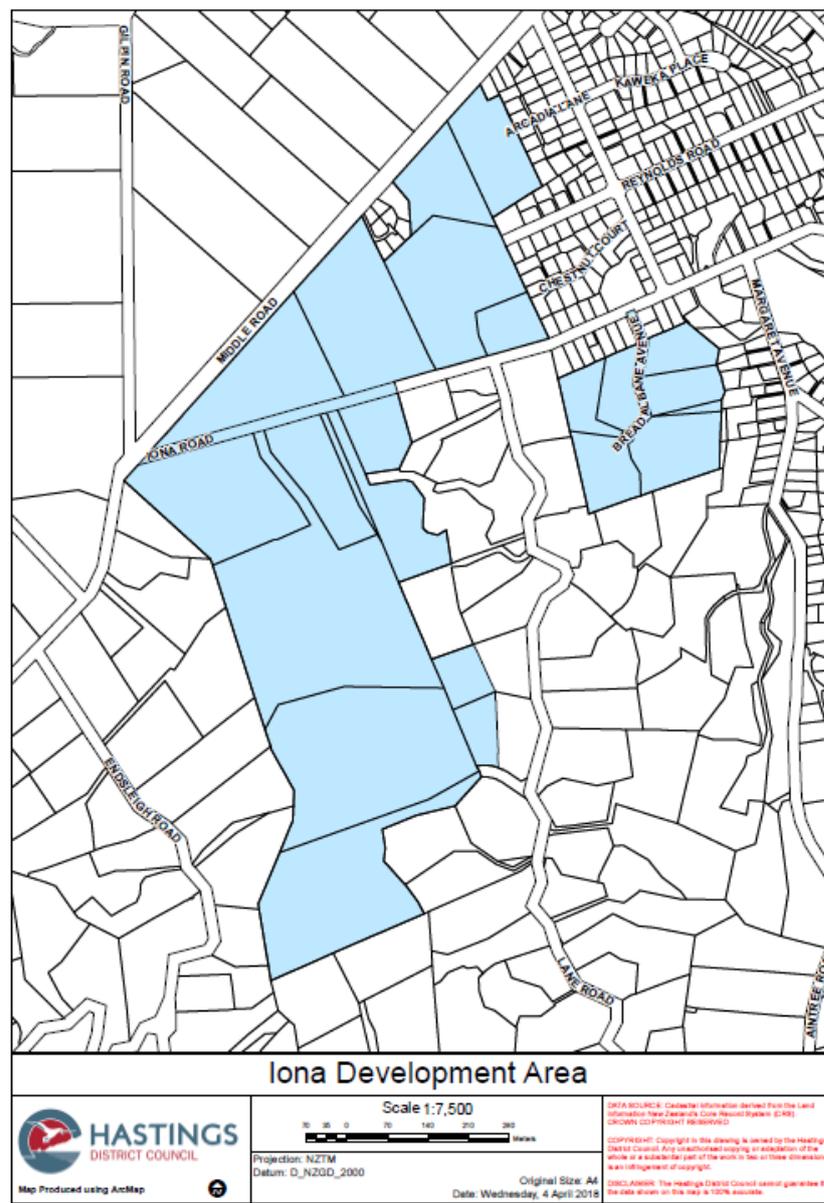
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1 Introduction

1.1 Purpose of this Report

This report presents the summary evaluation of proposed Variation 4 to the Proposed Hastings District Plan (Proposed Plan), in accordance with Section 32 of the Resource Management Act 1991 (RMA).

Proposed Variation 4 seeks to rezone a new greenfield growth area and infill area on the western outskirts of Havelock North for residential development, and inserts an accompanying structure plan into the Proposed Plan. The extent of the rezoning area and new zone map is shown below.



This report is required to accompany proposed Variation 4 at the time of public notification under Schedule 1 of the RMA.

The Environment Minister recently approved a request to adopt a Streamlined Planning Process (SPP) for the Iona Variation, and the direction was published in the New Zealand Gazette on 28 February 2018¹. While the variation is being considered under SPP it does not change the need to meet RMA Section 32 requirements. In preparing the variation for notification, a significant proportion of this assessment and resultant variation was carried out before the Ministers direction was issued.

1.2 Outline of Proposed Variation 4 to the Proposed Hastings District Plan

Proposed Variation 4 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). A description of the rezoning extent is outlined in Section 4 below.

In summary, the proposed variation involves:

- i) Rezoning approximately 55.4 hectares of land on the western fringe of Havelock North from a combination of Rural Residential, Deferred Residential and Character Residential to provide for the Districts residential growth needs (43.4 hectares of residential land less roading needs and 12 hectares of open space reserves). The rezoning extent is depicted in the map attached to this report as **Appendix A** and involves both infill (Breadalbane Avenue) and greenfield areas (Iona triangle and hill areas);
- ii) inserting an accompanying Structure Plan and structure plan provisions for the area into the Proposed Plan; and
- iii) consequential amendments to the Proposed Plan.

No designations are involved in the rezoning as new roads are to be vested in Council, along with services. An existing portion of Iona Road is to be stopped and realigned using the process under the Local Government Act 1974 as the land concerned is in single ownership and access needs to be maintained.

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.²

¹ <https://www.gazette.govt.nz/notice/id/2018-go982>

² 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.

An evaluation report is required to examine both:

2.1 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 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)).

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)).

Variation 4 is an ‘amending proposal’ in that it will amend the Proposed Hastings District Plan (PDP) (which is an ‘existing proposal’). Therefore under s 32(3), the examination must relate to the provisions and objectives of Variation 4 and the objectives of the Proposed District Plan which are relevant to Variation 4 and will remain in place if Variation 4 takes effect. Such objectives include those in Section 2.4 – Urban Strategy and Section 8.1 – Havelock North Strategic Management Area. For the Breadalbane Avenue area, the existing objectives of Section 8.2 – Havelock North Residential Environment are also relevant.

In this case, proposed Variation 4 (the amending proposal) includes a number of new objectives in Section 8.1 - Havelock North Strategic Management Area and 8 new objectives as part of a proposed new Plan Section 8.3 – Iona Special Character Zone.

The overall purpose of the proposal’, is:

Purpose of the Proposal:

To make additional land available for ‘greenfield’ housing development in the Iona Road area of Havelock North.

The ‘provisions’ to be evaluated are:

Provisions: i) *the Iona Character Zone Plan policies and methods; and*
ii) *in the case of Breadalbane Avenue, any Plan provisions that will apply to this area.*

The first part of the evaluation therefore has to address:

- *‘Whether the objectives of Variation 4 are the most appropriate way to achieve the purpose of the Resource Management Act.*

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

- *‘Whether the provisions to be introduced or amended by Variation 4 are the most appropriate way to achieve the objectives of Variation 4 and those objectives in Sections 2.4, 8.1 and 8.2 as relevant.*

The overall approach of the plan section is to achieve the sustainable management of the Iona Special Character Zone by managing the effects of land use activities and development.

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 4 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 4 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 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 4 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:

AER UD1	<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>
AER UD2	<i>Balanced supply of affordable residential housing and locational choice in the Heretaunga Plains subregion.</i>
AER UD3	<i>More compact, well-designed and strongly connected urban areas.</i>
AER UD4	<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 4 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 4

4.1 Overview

Proposed Variation 4 rezones an area of land on the western side of Havelock North a suburb of Hastings City to provide for future greenfield and in the case of Breadalbane Avenue infill residential growth. The proposed rezoning area is depicted in the map attached to this report as **Appendix A**. The current Proposed District Plan zones for the area to be rezoned are depicted in the map appended to this report as **Appendix B**.

The greenfield area is bisected by Iona Road, which is proposed to be realignment around a reserve area currently known as ‘Bull Hill’ (approximately 20 metres high). The topography of this portion of the rezoning area is flat to gently sloping within the ‘Iona triangle’ which is flanked by Iona and Middle Roads. This area is characterised by existing mature trees and established gardens surrounding a large home, and two other dwellings and associated accessory buildings. This parcel is primarily used for lifestyle purposes with some grazing of animals. The portion of the rezoning area which sees an extension to Reynolds Road, adjoins

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existing established properties. This part of the area is currently zoned Havelock North Character Residential, but it is proposed to integrate it into the remainder of the 'Iona triangle'.

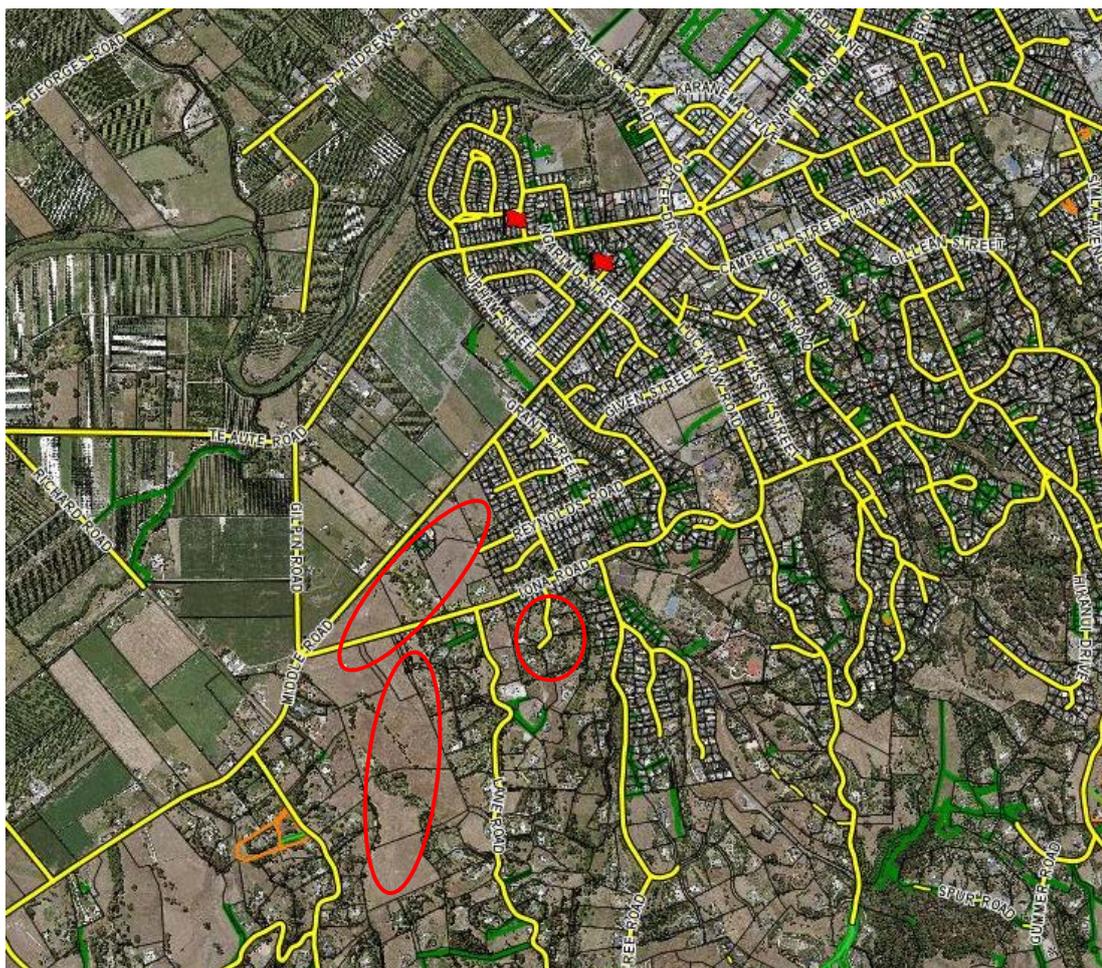
The portion of the rezoning area positioned to the south of Iona Road, lies between Lane and Endsleigh Roads and gently rises from Iona Road. It is made up of a series of valley areas and ridgelines which are orientated towards Iona Road and former part of the lower Havelock Hills (Kohinuraukau Range). The hill block is accessed via Iona Road and an access lot to Lane Road. It is proposed that no residential access be provided to any future development via Lane Road. Within the longest valley of the site is a series of partially manmade connected ponds that form an enhanced wetland fed by surface and groundwater. These ponds have been planted in both natives and exotic species. The remainder of the site is used for grazing purposes. The only building onsite is a hay barn positioned on the lower slopes towards the Iona Road frontage.

The rezoning area is part of the western approach experience to Havelock North Village. Iona Road and Middle Road in the vicinity of the site, form the boundary between the Havelock Hills and the Heretaunga Plains. Situated on the fringe of Havelock North urban area, the site is bounded by rural residential lifestyle properties.

Breadalbane Avenue the infill portion of the rezoning is a small residential enclave located to the south of Iona Road. It is accessed via a small cul-de-sac, and sits surrounded by existing residential and rural residential properties. The cul-de-sac alignment follows that of the original driveway to the Chambers homestead. Six existing properties sit within this portion of the rezoning area.

The rezoning extent and its proximity to the Havelock North Village is depicted in the map below.

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Land within the Iona triangle has been identified as needed for residential purposes since the late 80's with the remainder of the triangle, lower hill areas and Breadalbane Avenue identified in 1993. The upper hill areas has been identified for future greenfield urban expansion since 2010.

This entire 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 2046 period – on that basis, because the Iona development area was not anticipated within the 10-year life of the District Plan, no structure planning had been carried out and the requested rezoning of the hill area to large lot residential as part of the Proposed Plan review could compromise the future efficient use of this land, it was not included in the recent Proposed Hastings District Plan as part of its 10-year review. However, at the time decisions on the Proposed Plan were made, it was decided to include the Iona triangle and hill areas in Appendix 2 of the Plan as an 'Area that may meet Greenfield needs within the life of the Plan'.

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 Iona area for greenfield residential development. These sequencing issues were fed into the review of the overarching HPUDS strategy itself. 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. Consequentially this area is now needed for residential growth needs within the life of the Proposed Plan. A comprehensive background document to these identified residential growth areas prepared as part of Councils Streamlined Planning application is appended to this report as **Appendix C**.

Following the release of the Proposed District Plan 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. Twenty seven 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. This leave was given and these appeals have been, and remain (at the time of writing), on hold. It is intended that once the variation to rezone the land is notified that the PDP appeals will likely be withdrawn by the appellant.

The collaborative design process adopted has involved representatives from Council, 274 parties and the landowner. At the outset, the group established a set of objectives and engaged the services of a Landscape Architect to assist guide the design process. This process resulted in some detailed design concepts emerging which culminated in the release of a draft Structure Plan in August last year for community feedback. These comments have helped refine the Iona Structure Plan which part of this rezoning proposal. Attached to this report as **Appendix D** is a series of newsletters from the Working Group and Council which provide a useful summary of the design process and project outline worked through.

The Hastings District has now been identified as a medium growth area under the National Policy Statement on Urban Development Capacity (NPSUDC), which requires that Council show how it is providing sufficient development capacity to meet the needs of people and communities and future generations in urban environments. The NPSUDC requires medium growth councils to provide an additional margin of feasible development capacity over and above projected demand of at least 20% in the short and medium term and 15% in the long term (PC1).

In making provision for these margins, it needs to be understood that residential development in Hastings is divided between the areas of Hastings and Havelock North and there are distinct and different markets operating between the two. The uptake rates for greenfield sites have been monitored by the Council for a number of years, which is useful in identifying peaks and troughs. On average during periods of higher market activity there have been between 100

and 120 new greenfield sites created per year over both the Hastings and Havelock North markets.

Havelock North currently accounts for between 55 and 60 % of the greenfield demand. We are currently experiencing a period of high demand. Council is monitoring and working to ensure that there is a sufficient supply of sections to meet demand in the Hastings and Havelock North areas. The current level of available residential sites within Havelock North sits at 9, which requires Council to act expeditiously in order to meet the responsive objectives of the NPS and especially Policy PC1.

Bringing forward the Iona development area has the benefit of ensuring that there is sufficient capacity to meet housing needs for Havelock North as required under Policy PA1 of the NPS. PA1 states:

PA1: Local authorities shall ensure that at any one time there is sufficient housing and business land development capacity according to the table below³:

Short term	<i>Development capacity must be feasible, zoned and serviced with development infrastructure.</i>
Medium term	<i>Development capacity must be feasible, zoned either:</i> <ul style="list-style-type: none">• <i>serviced with the development infrastructure, or</i>• <i>the funding for the development infrastructure required to service that development capacity must be identified in the Long Term Plan under the Local Government Act 2002.</i>
Long-term	<i>Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.</i>

The following provides a more detailed account of the background to development of proposed Variation 4.

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

³http://www.mfe.govt.nz/sites/default/files/media/Towns%20and%20cities/National_Policy_Statement_on_Urban_Development_Capacity_2016-final.pdf, page 11

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”⁴.

The Strategy adopted a ‘compact development’ settlement pattern for the Heretaunga Plains⁵ – 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.

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’ density⁶.

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.⁷

The Iona area is specifically identified in HPUDS as one of the greenfield growth areas for Hastings City, beyond 2015⁸.

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.”⁹

HPUDS underwent its first 5-yearly review last year, 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 outcomes were released for community input, which submissions were received on Iona with the final review document released and adopted by the three partner Councils earlier this year. In it the Iona area is reconfirmed as a residential growth area for the period 2015-2045, with it specifically stating at page 41 for the lower hills area *“This area of land is located between Breadalbane Ave, Lane Road and Endsleigh Road Middle Road/Te Aute Road*

⁴ HPUDS 2010, page 3

⁵ HPUDS 2010, page 12

⁶ HPUDS 2010, page 59-60

⁷ HPUDS 2010, page 57

⁸ HPUDS 2010, Section 4.3.2 Growth Areas (page 58), Section 8.8.3 Residential Greenfield Sites (page’s 173/174), Map 3 Heretaunga Plains Settlement Pattern (page 175), & Map 22 – Howard Street (page 190)

⁹ HPUDS 2010, Section 5.7 Monitoring and Review, Action 3, page 75

Block. It has a number of locational advantages being close to existing development for services, not impacting on versatile soils for productive purposes, not conflicting with adjacent land uses, not impacting on landscape qualities and not impacting of transport infrastructure. It may be marginally more expensive to develop due to the rolling nature of the topography. It is recommended as a greenfield growth area for the period 2015-2045”.

Comments regarding the other HPUDS areas included within the proposed rezoning area are included in the original document. The HPUDS map for the Iona area is attached to this report as **Appendix E**. It is noted that the proposed rezoning area subject to this variation is slightly smaller than that identified in HPUDS. This is covered in the evaluation section of this report.

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 plans¹⁰, 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).

The area subject to this variation (Middle Road/Iona/Hills) 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*
- 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) Omaha / Bridge Pa (marae-based)*
- q) Waimarama*

All indicative areas are shown in Schedule XIVa.1b

¹⁰ HPUDS 2010, Section 5.9 Development and Integration of Plans and Policies, Action 2, page 79

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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 30 November 2017, as follows:

Growth-Area* ¹¹	2018-2023 ¹¹	2023-2028 ¹¹	2028-2033 ¹¹	2033-2038 ¹¹	2038-2043 ¹¹	2043-2048 ¹¹
Northwood ¹¹	70 ¹¹					
Lyndhurst 2 ¹¹	200 ¹¹	70 ¹¹				
Howard Street ¹¹	185 ¹¹	85 ¹¹				
Lyndhurst Extension ¹¹		155 ¹¹	75 ¹¹			
Kaiapo ¹¹		125 ¹¹	80 ¹¹	100 ¹¹	35 ¹¹	10 ¹¹
Copeland ¹¹			20 ¹¹	75 ¹¹	40 ¹¹	70 ¹¹
Irongate ¹¹						-40 ¹¹
Iona /Middle ¹¹	210 ¹¹					
Havelock Hills ¹¹	15 ¹¹	75 ¹¹	50 ¹¹	20 ¹¹		
Brookvale Romanes ¹¹	10 ¹¹	175 ¹¹	125 ¹¹	155 ¹¹	75 ¹¹	30 ¹¹
Coastal/Other ¹¹	25 ¹¹	25 ¹¹	25 ¹¹	25 ¹¹	25 ¹¹	25 ¹¹
Total¹¹	715¹¹	710¹¹	375¹¹	375¹¹	175¹¹	175¹¹

¹¹Note: This programme may need to be adjusted if the Arataki Extension is re-instated as a growth area following resolution of odour issues associated with the nearby mushroom farming operation.

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¹¹ Source: Table 7 of the report "HPUDS 2017 Proposed Resetting of Greenfields Priorities and Sequencing for the Long Term Plan" presented to Council's Policy & Strategy Committee on 30 November 2017 – and subsequently adopted by Council.

Middle Road/Iona and Havelock Hills was included in the adopted Sequencing of Greenfield Growth Areas for Hastings, which envisaged that these areas would be developed as needed in the 2018-2023 time period in the case of Middle Road/Iona and from 2018 in the case of the Havelock Hills.

Previously priorities sequencing adopted in 2011 had these areas, as being envisaged in 2021-2026 time period in the case of Middle Road/Iona and from 2026 in the case of the Havelock Hills. On that basis, when the Hastings District Plan Review commenced soon after, culminating in notification of the Proposed Plan in 2013, the Iona growth areas were not included as part of the 10-year horizon for this District Plan Review cycle, as it was scheduled to be developed in a later period. However, as covered above it was included in Appendix 2 of the Proposed Hastings District Plan as *'areas that may meet greenfield needs within the life of the plan'* to allow for flexibility to interchange areas and to signal growth areas to property owners in the locality.

4.4.1 Contemporary Issues with Sequencing

The 2011 Hastings Greenfields Residential Area Prioritisation and Sequencing report (and latter 2017 report) acknowledged 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 original 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. There are 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 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.

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). As previously mentioned, this area was signaled as an area that may meet the Greenfield needs within the life of the Plan. After this 2015 resolution, officers began detailed structure planning investigations in preparation for residential development (this work coincided with appeal discussions and the formation of the Iona Working Group outlined above). This work is now the subject of this variation.

Post the 2015 amendment, the 2017 resolution to alter the Greenfields Residential Area Prioritisation and Sequencing saw the time period for Iona altered - 2018-2023 time period in the case of Middle Road/Iona and from 2018 in the case of the Havelock Hills.

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. Howard Street is identified for advancement from 2018 - 2028 and Copeland/Murdoch Road from 2028 - 2048.

An approach to Council in 2015 by developers to proceed with a planned 70-unit 'lifestyle village' development on land within the identified Howard Street growth area, provided stimulus to the advancement of the wider Howard Street growth area. For this reason, Council decided to advance the rezoning of the Howard Street growth area at a Planning and Regulatory meeting on 17 November 2015. The variation to rezone Howard Street was notified in July 2016, with decisions released in March 2017. This variation is currently subject to appeal around the matter of stormwater mitigation, which is currently being mediated between parties.

4.5 Basis for Progressing Iona Urban Development Area

When assessed against the criteria in POL UD9.2 above, the **Iona 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 across a variety of housing densities and typologies – being located in Havelock North, where there is currently limited greenfield residential land provision, and as an alternative to the current development occurring in other areas;
- the creation of additional public open space areas to the benefit of the wider Havelock North community;

- presence of accessible social infrastructure, including community, education, sport and recreation facilities, public open space and shops;
- a Havelock North location providing nearby employment opportunities within the village itself and within easy commuting distance of Hastings; and
- the presence of a majority single landowner/developer with a strong desire to progress 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 Community Engagement Process & Results

A Consultation Plan was developed prior to the formation of the Iona Working Group, and updated as required. The stated aim was:

'To involve key stakeholders at the commencement of the structure plan and variation 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 the consultation actions and summary of issues raised and feedback is attached to this report as **Appendix F**.

5.1 Community Engagement Process

Consultation has occurred at varying stages of the rezoning investigation process and has included those landowners within the proposed rezoning area (including the appellant); owners adjoining and adjacent to the subject areas; those who registered an interest in the appeal as a 274 party; those who can view the site; those who could be affected by any increase in traffic volumes as a result of the additional houses; those with existing stormwater outlets; iwi authorities and hapu. Consultation to date has been targeted and with both individual/s and key stakeholders. Organisations consulted include the Hawkes Bay Regional Council; Ngāti Kahungunu Iwi Incorporated; Te Taiwhenua O Heretaunga; the Ministry of Education; Unison Networks (Electricity Distribution); Chorus (Telecommunications) and Powerco (Gas Distribution).

Post the decision to commence structure planning for the Iona area, Council in July 2016 released for public comment an Issues and Options Paper, which outlined three possible options for rezoning land in this area (attached to this report as **Appendix G**). Many residents took the time to comment on this paper, with Council receiving comprehensive feedback from more than 34 individuals and groups. A summary of the issues and concerns raised in the comments received is attached as **Appendix H**. These comments have been used by Council

and the Iona Working Group to inform Working Group discussions and help shape the Draft Structure Plan.

As previously mentioned, an Environment Court Appeal was received for a portion of the land proposed to be rezoned, which helped shape the collaborative process adopted by Council for rezoning investigations. Late in 2016, a Working Group was set up to encourage discussions between the parties involved in the Environment Court Process. The Working Group members agreed to work cooperatively for the long term benefit of the Iona area and Havelock North as a whole. At the outset a set of group objectives were developed as goals or outcomes sought to be achieved through the rezoning of this area:

- *a place that adds value to Havelock North;*
- *recognition that this is an opportunity to create innovative land development responses to this unique environment;*
- *a quality environment that reflects best practice urban design outcomes;*
- *development provisions that shape the Iona Growth Area and seek to achieve HPUDS objectives - uses land efficiently, while creating a high quality residential community; and*
- *a structure plan that is developed in a collaborative manner and reflects the above objectives.*

To ensure these objectives were met a best practice design led process was adopted as part of investigating options for rezoning this area. This work was led by a Landscape Architect with input from the Working Group. During the course of discussions, the following concepts emerged:

- retention of the central ridge 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 only 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' style of 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.

The work completed by the Iona Working Group has been instrumental in shaping the Draft Structure Plan, released for community feedback at the beginning of August 2017. Details of the draft Structure Plan are outlined in the newsletter attached to this application as part of **Appendix D**. In the lead up to the release of the draft Structure Plan and upon its release Council met with property owners within the rezoning area and held a series of neighbourhood meetings and held a community open day to discuss the draft and issues of concern. People were encouraged to provide feedback on elements of the Structure Plan they supported, along with those they felt needed further consideration and investigation. Feedback received as been used to refine the notified version of the Structure Plan. A summary of the feedback received on the draft Structure Plan is attached to this assessment as **Appendix I**.

5.2 Mana Whenua

The Iona 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 Heretaunga Plains Urban Development Strategy (HPUDS) principles into the RPS. The process of rezoning of the Iona greenfield growth area in the Proposed Hastings District Plan is therefore, not wholly unexpected.

In terms of clauses 75(b)(vi), 76(2) and 76(6) RMA, it is noted that there is no relevant iwi participation legislation nor Mana Whakahono a Rohe which apply to this proposal. Further, there are no iwi participation agreements or Memoranda of Understanding or equivalent that have needed to be taken into account in undertaking consultation on this proposed rezoning. Council has a policy of engaging with whanau, hapu and marae, as well as iwi authorities like Ngati Kahungunu Iwi Incorporated, settlement trusts and post settlement entities. Council recognises that hapu is the terminal identity in customary law where whakapapa is the source of mana [authority]. For this reason, Council has been engaging for 12 years with hapu as tangata whenua with mana whenua. This has enabled Council to effectively consult on matters provided for under the Resource Management Act. This approach has continued in undertaking consultation on the proposed rezoning of land at Iona.

Council commenced its mana whenua consultation on this proposal with Ngati Kahungunu, as an Iwi Authority and Te Taiwhenua o Heretaunga, which is a local Māori authority for Heretaunga and surrounding district, who has representatives from local Marae/ Hapū. Through this process it was confirmed that there were no sites of significance involved in the proposal, but reconfirmation was provided of the need to speak with hapu. A copy of the draft Structure Plan and a verbal outline of its inclusions was provided to Ngati Kahungunu prior to the release of the draft Structure Plan in August last year. No issues were raised in response to the information provided or the Structure Plan process, but it was agreed to

provide information to Ngati Kahungunu upon release of the draft Structure Plan for wider community feedback.

In October last year, a hui was held where the suggestion of a Cultural Impact Assessment (CIA) was traversed. This has been built into the proposed plan provisions as a result. A further korero was then held on the variation and suggested wording provided to hapu including that around the CIA, with a suggestion of guidance on wording if necessary prior to notification. No amendments have been suggested, but direct notification of the variation will occur and hapu have been advised that any submission made on the variation could incorporate amended wording. The relevant post settlement trust were also sent a copy of the Structure Plan and Plan provisions with invitations to meet and provide feedback.

A further korero was held with Ngati Kahungunu upon the issue of a direction by the Environment Minister. This was to discuss the timeline of the Ministers direction and the proposed variation, including the draft Structure Plan and inclusion of the Cultural Impact Assessment at the request of hapu at a hui in October last year. Any advice but in particular that which relates to the CIA was discussed. No advice on or amendments to the variation have been suggested either at the meeting or after, but discussions at the meeting reinforced the importance of hapu engagement. Ngati Kahungunu are to receive direct notification of the variation when this occurs.

5.3 Other Stakeholders

Hawke's Bay Regional Council

Hawke's Bay Regional Council staff have been briefed about timing for the proposed variation and discussions have occurred with the Engineering Group around the stormwater solution proposed by the landowner including the detention areas, swales within the road reserves and acceptable stormwater mitigation for the wider catchment. Extensive modelling has occurred to determine pre and post development flows, which has been provided and discussed with the Regional Council. Modifications have occurred to the stormwater solution as a result of both Regional Council (and Hastings District Council) Engineers reviews, but they reserve the right to submit on the variation. The Regional Council will receive direction notification of the variation, so that they can submit if they choose to.

5.3.1 Ministry of Education

The Ministry of Education is aware of the new District growth areas identified through the Heretaunga Plains Urban Development Strategy. Council has consulted with the Ministry of Education who has advised that there is sufficient provision within the Havelock North schooling network to accommodate "in zone" students living within the Havelock North catchment. However, the Ministry will continue to monitor the schooling network to ensure that its making best use of the network and providing for any future growth in the area, with a strategy review planned for 2018. Council will continue to liaise with the Ministry in implementing its regional growth strategy.

5.4 Summary of Community Engagement

Generally, whilst there are reservations about some specifics, there appears to be reserved support for rezoning of the Iona greenfield growth area. Affected landowners are understandably wary of the details and how the rezoning may impact on their current amenity and way of life and reserve the right to submit on the variation once notified.

The last lot of community engagement which resulted in the provision of feedback on the draft Structure Plan, identified the following:

- The location of some of the structure plan components is questioned by some.
- 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.
- Residents living in Havelock North have expressed apprehension around traffic impacts that additional residential development might have and that this will exacerbate existing traffic issues occurring at peak times including in the village.

A number of affected landowners have even expressed an interest in the future development potential of their land – some with development concepts particularly for Breadalbane Avenue already in play.

5.5 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. **Road Layout:** Altering the road layout within the triangle portion of the Bull Hill neighbourhood to better manage amenity considerations for existing residential properties and encourage the retention of established trees as part of street character treatment;
2. **Neighbourhood Boundaries:** Reconsidering neighbourhood boundaries to ensure best practice urban design principles are met;
3. **Commercial Node:** Altering the location of the proposed commercial node to create better connections with the neighbourhood reserve and manage traffic and parking effects; and
4. **Landuse Rules:** Further consideration of landuse rules to ensure amenity effects are avoided, remedied or mitigated for existing properties and within the neighbourhoods themselves.

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 Iona Structure Plan (ISP)

Structure planning is an important component of planned urban development. It provides a mechanism to plan all the necessary aspects of a new residential area such as roading layout, infrastructure services, parks and reserves and walkway and cycleway connections as well as to ascertain the appropriate development density and the location of any buffer areas required. Structure planning will integrate new urban development with existing neighbourhoods and ensure urban growth is accommodated in a sustainable way. The structure plan process ensures that all constraints are investigated and addressed at the time of rezoning.

In accordance with POL UD10.1 and UD10.3, a Structure Plan has been prepared for the Iona rezoning area as a single plan for the entire area, with accompanying Structure Plan 'Outcomes' and 'Performance Standards'. As part of proposed Variation 4, 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.

Council's Structure Plan for the Iona Urban Growth Area, is a more detailed than Council has produced previously, given the unique landscape within which this area sits, and the desire to retain many of the existing landscape features that the local community identify with and value.

The elements of the proposed Structure Plan for the Iona Urban Development Area provide fixed or indicative locations for (a copy of the Structure Plan is attached as **Appendix J**):

- » **Distinct Neighbourhoods:** Three distinct residential neighbourhoods to enable the imposition of separate plan provisions to appropriately manage effects;
- » **Road Network:** A road network, with connections to the existing road network off Middle and Iona Roads and a new Spine Road to access the Iona Terraces and Plateau neighbourhoods;
- » **Walkways and Cycleways:** internal provision for pedestrian walkways and cycleways, and connections to existing pedestrian and cycling networks in and around Middle, Iona and Lane Road's;
- » **Infrastructure Services:** internal water supply and wastewater services corridors, and network connections to existing and planned infrastructure, including a future planned water and wastewater infrastructure upgrade;
- » **Stormwater Detention Area:** Land set aside as a stormwater detention area on the opposite side of Middle Road, and provision for drainage swales to it;
- » **Public Open Space:** 12 hectares of reserve to be set aside for public open space/recreation purposes; and
- » **Existing Trees:** Identifies the location of existing trees with road reserve to contribute to streetscape character.

Note1: the National Grid is not present within the rezoning area.

Note 2: The Breadalbane area is not included in the ISP area as this is considered an infill rezoning and no additional elements, beyond the services to the existing road corridor alignment are needed.

The Iona Structure Plan is confirmed as meeting the requirements for Structure Plans in the RPS.

7 Confirm Suitability for Urban Residential Development

7.1 Regional Policy Statement (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.

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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;*
-

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- 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 subregion.*
 - 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 Iona area 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:*
-

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- 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 Protocol¹² which outlines the essential qualities that should guide development of the built environment, and has developed and adopted an urban design framework for the District¹³.

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 current provisions in the Proposed Hastings District Plan for Havelock North 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. 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 local community anticipates and has come to expect i.e. ‘requiring’ a level of good design based on urban

¹² New Zealand Urban Design Protocol, March 2005, Ministry for the Environment

¹³ Report on Urban Issues and Urban Design Framework for Hastings District Council, adopted by Council resolution 2010, Urbanismplus Ltd

design principles. Further to this, community feedback on this proposed residential rezoning has reinforced the Working Groups objectives that the resultant built environment adds value and that it reflects the environment in which it sits. There has been a strong sentiment that Council avoid cookie cutter development that has occurred elsewhere in the District.

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).

However as more identified new urban development areas are rezoned, consideration of the most appropriate density provisions to achieve the RPS and HPUDS target of 15 dwellings per hectare will inevitably result in provisions that encourage greater density while balancing the need to achieve a high quality residential environment.

Variation 4 takes a different approach to density than previous new urban growth areas. The need to marry retention of the special characteristics of the zone while ensuring an efficient use of the land requires a unique set of density provisions that cater to each individual neighbourhood identified within the Zone. The topography, landscape values and visibility of each neighbourhood have been key aspects in determining the density provisions that would be appropriate to ensure that development is sympathetic to the existing special character features, and to the adjoining rural residential areas. Another significant consideration in developing appropriate density provisions for this area has been the desire to create variety in section sizes to encourage the provision of a range of housing typologies.

In order to facilitate a move towards a higher density in line with the RPS, the Bull Hill neighbourhood has been identified as the most appropriate neighbourhood to accommodate the bulk of higher density development within this new urban development area. The Bull Hill neighbourhood is considered appropriate because it is contiguous with the existing residential area, is of relatively flat topography and has the ability to internalise the impacts of increased density levels to a greater degree.

In order to achieve variety in site size, and the retention of special character features (in particular an avenue of mature trees) there is a need to allow for flexibility in how and where (within the neighbourhood) greater density is achieved. As such, the density provisions for the Bull Hill neighbourhood apply across the neighbourhood as a whole. Specifically the provisions set a minimum density of 15 dwellings and a maximum density of 17 dwellings per hectare to be achieved. An exception to this is the requirement that a minimum site size of 700m² applies to all new sites created adjoining or opposite existing lower density zones (such as Havelock North Character Residential, Rural Residential, and Plains Zones). This standard seeks to retain amenity levels for property owners neighbouring the new urban development area.

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). New urban development areas primarily comprising vacant greenfield land provide a unique opportunity to develop land for comprehensive residential development without the constraints that exist within an existing residential suburb or area. In order to change the perception of higher density living, there is a need to provide opportunities to showcase high quality compact housing that is designed comprehensively and desirably located. In the Bull Hill neighbourhood, appropriate locations for comprehensive residential development, include those that are opposite amenity tree plantings or public open space areas in order to provide such developments with an additional source of amenity and recreational space to offset their smaller section sizes. There is also potential to further offset the high density of any such development with the retention of existing mature trees beyond those identified on the Iona Structure Plan.

Within the Bull Hill neighbourhood ‘comprehensive residential development’ is provided for as a controlled activity where subdivision and land use concept plans for the development have already been approved (subdivision within the Iona Special Character Zone is a restricted discretionary activity). As part of the subdivision consent process an urban design assessment is required to ensure the development is in accordance with the principles (including the seven C’s) of the NZ Urban Design Protocol. A controlled activity status for the subsequent land use consent seeks to encourage this development type and allows for assessment against the set of specific performance standards and assessment criteria which enables such developments to be scrutinized to ensure their design achieves a quality residential environment that has a high level of amenity.

Within the Iona Terraces neighbourhood, the primary objective is to achieve a density that transitions from the more intensive Bull Hill neighbourhood to the much lower density Iona Plateau and adjoining Havelock North Rural Residential Zone. This ensures that density levels will decrease as the development progresses from the relatively flat Bull Hill neighbourhood to the Iona Plateau at the top of the hill.

The provisions within areas A, B and C of this neighbourhood (and shown on the Iona Structure Plan) require a minimum lot size of 600m² with an 800m² average lot size and an overall maximum of 13 dwellings per hectare across Areas A-C as a whole. These provisions seek to

ensure that site sizes within the Iona Terraces neighbourhood are predominantly larger than those of the Bull Hill neighbourhood. However, in order to achieve further variety in site sizes and thereby encourage a range of housing typologies, the density provisions also provide opportunities for a finite number of smaller size sizes within specific locations.

To assist with the transition between this neighbourhood and the existing Havelock North Rural Residential Zone, sites on the eastern side of the main spine road (Area D on the Iona Structure Plan) will have a higher minimum site size of 1000m². This requirement recognises the larger lot sizes and higher levels of amenity associated with the adjoining Rural Residential Zone.

Density within the Iona Plateau Neighbourhood has been restricted to ensure the retention of the special landscape character of this area and to protect the amenity of the adjoining Rural Residential Zone. The Iona Structure Plan, Iona Plateau Masterplan and Iona Special Character Zone provisions allow for a maximum of 20 residential lots to be created in the Iona Plateau neighbourhood.

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 within the proposed new Iona Special Character Zone, as well as the inclusion of the Iona Structure Plan and accompanying provisions, that will act to manage residential development in a way that maintains and enhances amenity values. This is discussed further in the evaluation of whether the proposed specific development provisions of the Zone are appropriate in terms of achieving the proposed objectives of Variation 4 and those relevant existing objectives of the Proposed District Plan.

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 Iona Structure Plan specifically includes a requirement to set aside a landscaping strip for those properties along a portion of the Middle Road edge of the rezoning area. For traffic safety reasons, sections created within this area will not be afforded access to Middle Road. Development layout within this area is therefore likely to result in dwellings backing onto the Middle Road frontage resulting in the fencing of this part of Middle Road.

The landscape strip planting along with land use provisions controlling the colour of fencing in this area seek to ensure a pleasant streetscape amenity. Particularly as this arterial road provides for the main approach and entrance into Havelock North. Planting of this landscape strip along with any planting associated with the Bull Hill reserve will ensure an attractive entrance to the suburb.

In addition given that the Plains Zone is located opposite the subject land on Middle Road, larger site sizes of a minimum of 700m² on this edge of the urban growth area are required in order to maintain amenity and streetscape values.

Breadalbane Avenue:

Within the Breadalbane Special Character Area, the primary objective is to provide for a greater level of housing intensification, while still ensuring that the existing open and rural

natured character is retained. As such densities of 1000m² minimum site size have been created. It is considered that that density level will allow for the retention of many of the existing trees where possible, and will ensure greater setbacks on site. It will also retain an element of openness, and will encourage the less uniform site layout and larger road reserve areas.

The Character Area is also surrounded by Rural Residentially Zoned land on the slopes above the development. It is considered that the larger minimum site size will ensure a transition from existing residential below, to larger lot sizes above. The Breadalbane Special Character Area will complement the variety of site sizes of the overall Iona Residential Rezoning by establishing lower density residential of a similar nature to the Iona Terraces Neighbourhood.

Overall, the new Iona Special Character zone provisions and subdivision rules and standards proposed will facilitate good urban design outcomes and ensure appropriate land development and subdivision infrastructure standards in conformity with the outcomes and policies of the RPS for new urban growth areas.

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, it is considered that in signaling this area for greenfield residential growth through HPUDS and the RPS, that its proximity to the Havelock North Village and associated facilities and amenities has already been considered. HPUDS identifies in relation to this area "... it has a number of locational advantages being close to existing development for services, not impacting on versatile soils for productive purposes, not conflicting with

adjacent land uses, not impacting on landscape qualities and not impacting of transport infrastructure”¹⁴.

As discussed below in the transportation and cycling and pedestrian provision section, the rezoning area will provide improved connectivity within the area itself and to surrounding residential areas, which sit on the periphery of the Havelock North village.

Appropriate provision is made for a small commercial node on the edge of the Bull Hill Neighbourhood, opposite the Bull Hill Reserve, to serve new and existing residents and assist in providing a sense of place for this new community.

In terms of provision of open space, the proposed Iona Structure Plan includes two new accessible public neighbourhood reserves with a combined area of 12 hectares. Bull Hill Reserve lies between Iona and Middle Roads on one of the main entrances to the Village and is to retain the knoll and the former meatworks chain ‘bull sculpture’ that sits atop. The second is located on the Western side of Middle Road and follows a ridgeline almost to Lane Road. This reserve incorporates a series of ponds and recreational walkways. A recreational connection to Lane Road is also allowed for in the Structure Plan. These new reserves are within easy walking distance of all residents within the rezoning area and to those surrounding it.

Appropriate infrastructure provision is assessed below.

Breadalbane Avenue:

After the removal of the Lane Road area from the overall rezoning following consultation, the Breadalbane Special Character Area became isolated from the remainder of the Iona Residential Rezoning. As such, achieving additional links, other than what was already established to Iona Road became difficult.

Given that the Breadalbane Special Character Area contains only 6.3 hectares of land, it was considered existing transport links would be sufficient, and it would be inefficient to establish addition transport and pedestrian links through established land. The Breadalbane Neighbourhood would still benefit from the additional transport links and open space areas discussed below.

For these reasons, Proposed Variation 4 is not considered inconsistent with POL UD12.

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;**
-

¹⁴ Heretaunga Plains Urban Development Strategy, Review 2017, page 41 - <http://www.hpuds.co.nz/assets/Document-Library/Strategies/2017-Heretaunga-Plains-Urban-Development-Strategy-incl-Maps-AUG17.pdf>.

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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 Assessment (TA) was carried out by MWH to assess the impacts of the proposed Iona development area on the transport network (attached as **Appendix K – Reference ENV-9-19-4-16-22**). The TA assumed a yield figure of 448 dwellings which is greater than what is likely to result. A number of strategic long term planning documents influencing the provision of transport infrastructure in Hastings District, also informed the TA and development of the Structure Plan for the Iona development area.

It is proposed that a portion of Iona Road to Middle Road be realigned as a means of improving safety and enhancing the layout, which wraps around one side of the ‘Bull Hill’ reserve area. Further principles at the time of assessment (April 2016) were:

- The retention of the existing main waterway, located within the southern end of the Iona Hills area (Iona Plateau Neighbourhood(then identified as III)), as a ‘green corridor’;
- Introduction of two ‘spine’ roads. The first being the continuation of Reynolds Road, terminating at the aforementioned knoll and the second from Iona Road running south along the existing gully and terminating at the end of the Iona Plateau Neighbourhood (then identified as III); and
- The proposed internal ‘spine’ roads are noted as being fixed with the configuration of the eastwest ‘side’ streets being flexible.

It is noted that this assessment was based on some of the very early design concepts, which have evolved through the course of the work undertaken by the Iona Working Group. These concepts however have not altered greatly, but instead been refined to achieve better environmental outcomes. These being that the alignment of the spine road heading up the hill has changed to a more eastern alignment so that the saddle of the ridge is utilised to decrease visibility, and that some of the internal roads are fixed, rather than flexible, so that natural features are utilised and amenity benefits result. It is intended that the new hill spine road be developed to have a rural character (similar to that experienced in Lane Road), with no parking, footpath on one side only, informal groups of street trees, sloping grassed berms (including swales) and no kerb and channel.

It is intended that the location, character and treatment of the hill spine road, achieve the following:

- ❖ Enables suitable falls for gravity infrastructure and servicing;
- ❖ Assists to create a low speed environment;
- ❖ Provides for a landscaped road reserve area along the eastern site boundary with neighbouring Rural Residential properties;

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- ❖ Mimics the nature of existing rural spur roads, complimenting this character;
- ❖ Helps to create different block sizes in the residential area, which provides character;
- ❖ Provides opportunities for open views of the central ridge reserve from the end of the connecting residential lanes which assists in creating a feeling of space; and
- ❖ Ensures that there are no barriers to access the reserve area and that the central ridge reserve is easily accessible and visible.

No designations are involved in the rezoning as new roads are to be vested in Council (along with services). An existing portion of Iona Road is to be stopped and realigned using the process under the Local Government Act 1974, as the land concerned is in single ownership and access needs to be maintained.

Upgrades are required to both Middle and Iona Roads to ensure levels of service are maintained, as the area develops to a more urbanised area. These upgrades need to be aligned with the road stopping procedures and realignment of Iona Road. The design of Iona Road is to retain a rural character on the southern side of the road with a more urban character on the northern side of the road to complement the existing and proposed density levels and site development respectively. The design of Middle Road is to incorporate the following characteristics:

- ❖ a flush kerb continued both sides;
- ❖ a larger berm on south-eastern side to accommodate any swales or stormwater conveyance devices, street trees and the cycleway and footpath;
- ❖ continue the existing shoulder strip / parking lane to the intersection of Gilpin Road;
- ❖ continue the existing footpath/cycleway on the southern side of Middle Road from its intersection of Breadalbane Road to Gilpin Road;
- ❖ street lighting only at intersections on the north-western side of road; The south eastern side of Middle Road should have a more urban standard of street lighting;
- ❖ a larger berm area on the south eastern side of Middle Road from the intersection with the realigned Iona Rd through to the Gilpin Road intersection to provide for a landscaping strip, cycleway and footpath. The extended area of landscaping will seek to address the impacts of the rear lotting of these properties on the streetscape; and
- ❖ For traffic safety reasons (proximity to Middle and Gilpin Roads intersection) properties located along a portion of Middle Road, will have their access restricted to internal access only.

These road treatments have resulted from both discussions with the Working Group, comments received during community consultation and Councils Transportation Engineers.

The Iona Structure Plan shows intended access points to reach the internal network of the development. The roads throughout the development would be classed as a 'local access road' in terms of Council's roading hierarchy. The identified access points facilitates access to

all land within the development area; provides for safe and efficient traffic circulation throughout the development area.

The attached report assesses the effect of the proposed Iona development area on the wider roading network, internal roading and traffic circulation, and provision for cycling and walking. It finds that *“although the introduction of the proposed residential development will bring additional trips, the impact in terms of traffic operation at a mid-block and intersection level is expected to be minimal. The design of the road network therefore does not need to be driven by any need to provide additional intersection capacity¹⁵”*. The report includes recommended external network upgrades including the realignment of Iona Road and Gilpin Road plus the introduction of a roundabout at the Middle Road/Iona Road/Gilpin Road intersection. Council Engineers have advised that monitoring of this intersection would need to occur before any design details for any upgrade might occur.

As a result of comments received during the course of community consultation about the level of service (LOS) commuters might experience in Havelock North village itself (Middle Road/Porter Drive intersection), additional comment was requested from Council engineers about this aspect. These comments are also attached to this report as part **Appendix K** and seek to clarify the LOS findings of the TIA. It concludes that there will be *“no appreciable reduction in the Level of Service it provides even with the development traffic. Therefore, the impact from the development traffic does not warrant any interventions/ improvements to the Porter Drive/ Middle Road intersection”*.

Further comments were received during consultation, that Council look at reducing the current speeds of traffic in the rezoning area prior to any development occurring. Current speed limits will be reduced as part of the carriageway works proposed in the Iona area, however in order to meet the criteria for reduction some residential development needs to occur first. Any speed reductions should extend out to the intersection with Gilpin Road.

7.4.1 Cycling & Pedestrian Provision

The existing streets within the area make some provision for walking and cycling, but are limited by the semi-rural nature of the area currently. There is a formed limestone path on the southern side of Middle Road, but no loop connection currently provided by way of Iona Road.

The TA identifies that *“there are no major barriers to internal connectivity for walking (besides some water features), although roads and cycle routes are slightly more restrained by the topography of the Iona Hills area. However, sympathetic re-contouring through earthworks would likely solve most issues relating to vehicular internal connectivity¹⁶”*. A loop connection will in time be provided by urbanising the northern side of Iona Road as previously mentioned, to provide walking and cycling connections. A further opportunity for recreational connection will be provided through the hill reserve area to Lane Road. This is provided for on the Structure Plan.

¹⁵ Middle Road/Iona Road Growth Area – Transport Assessment, MWH, April 2016, page 23

¹⁶ Middle Road/Iona Road Growth Area – Transport Assessment, MWH, April 2016, page 17

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.¹⁷

Ongoing improved provision for cycling and walking is a feature of Council's strategic transportation and planning documents.

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.

7.5 Services Infrastructure

Relevant RPS provisions:

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- 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.*
-

¹⁷ 'The Walking and Cycling Model Community Story with New Plymouth and Hastings', NZTA, July 2013

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<i>AER UD11</i>	<i>Urban activities and urban development maintains groundwater and surface water quality and habitat health.</i>
<i>AER UD13</i>	<i>New development is appropriately serviced by wastewater, stormwater, potable water and multi-modal transport infrastructure.</i>

A high level service assessment was carried out by MWH to assess two of the three waters being wastewater and stormwater including infrastructure requirements for the proposed Iona development area, and implications for existing infrastructure networks and long term capacity improvements planned for Hastings. An assessment of water provision was undertaken by Councils Asset Management Group.

This work was all carried out at the time of receiving the rezoning requests for a portion of the subject land as part of the Proposed Plan review, but it was instead asked that it be carried out for an intensified residential area consistent with HPUDS and the RPS rather than on the lower density of development requested for the hill site. The wastewater and early stormwater assessment is attached in **Appendix L** (ENV-9-4-15-93).

A further detailed options wastewater report was undertaken by MWH in June 2016 (ENV-9-19-4-16-32) and is attached as **Appendix M**. The findings of these reports and requirements for the Iona development area, and constraints associated with existing and planned infrastructure, have been addressed, and are summarised for each infrastructure service below. Servicing for Breadalbane Avenue is also separately discussed.

The Services Assessments conclude that the proposed rezoning can effectively and efficiently connect to the existing water supply network once upgrades have occurred, can address stormwater through low impact treatment and disposal via dedicated detention areas that achieve stormwater neutrality, and provide 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 8.3 Iona Special Character Zone, of the Proposed Plan, the proposed Iona Structure Plan also incorporates specific Performance Standards and Outcomes proposed to further ensure that servicing is achieved in line with these Services Assessments.

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. Any upsizing of services will be met by Council and provision for this is incorporated into the Long Term Plan as follows¹⁸¹⁹:

¹⁸ Note that 'Land and buildings New Works' refers to Parks and Reserves purchase.

¹⁹ Hastings District Council Long Term Plan 2015-2025 - <https://www.hastingsdc.govt.nz/assets/Document-Library/Plans/Annual-Plan/hdc-long-term-plan-2015-25.pdf>

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GROWTH PROJECTS												Total forecast LTP capex
17/18 Annual Plan (includes Carry fwrds)	2018/19 LTP	2019/20 LTP	2020/21 LTP	2021/22 LTP	2022/23 LTP	2023/24 LTP	2024/25 LTP	2025/26 LTP	2026/27 LTP	2027/28 LTP		
Project Number	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10		
Iona / Middle												
6541 - Land & Buildings New Works	-	-	306,600	41,760	64,020	54,600	-	-	-	-	-	466,980
6619 - Subdivision Support	1,715,000	-	-	-	-	-	-	-	-	-	-	-
6631 - Water Supply New Works	300,000	-	-	188,820	-	-	-	-	-	-	-	188,820
6651 - Stormwater New Works	200,000	500,000	307,500	-	-	-	-	-	-	-	-	807,500
6671 - Wastewater New Works	200,000	1,380,000	-	839,200	-	-	-	-	-	975,200	-	3,194,400
431 - Iona / Middle	2,415,000	1,880,000	614,100	1,069,780	64,020	54,600	-	-	-	975,200	-	4,657,700

7.5.1 Water Infrastructure

Wider Rezoning Area:

There is currently no supply available to service the proposed area to residential intensities, as all water services near the Iona area are at or nearing capacity. The large diameter trunk main running up the centre of Havelock North (which was recently upsized and upgraded) currently provides the backbone of the supply. By the end of this year it is intended that Havelock North be supplied via a new Hastings trunk main, so that water supply from the Brookvale bore field can be discontinued. This is to improve the safety, capacity and resilience of the Districts water supply. Contacts for this work have been let, with work in Howard Street towards Hastings and Crosses work currently being carried out. Work in St Georges Road is about to commence.

To supply Iona, capacity and pressure from this new main needs to be brought across. This includes firefighting capacity to comply with the NZ Fire Service Code of Practice for Firefighting Water Supplies (SNZ PAS 4509:2008). Renewal works in the Iona Road are planned to upsize the network to support the proposed growth area. Internal service mains and connections will be located within the road corridor and constructed in accordance with Council's Engineering Code of Practice (ECoP). Water services are shown on the Structure Plan including a loop connection to Lane Road.

Only the upsizing costs would need to be assigned to the growth areas. Internal reticulation costs are borne by any developer. Once constructed the services are vested in Council.

Breadalbane Avenue:

There would need to be an upgrade of the existing infrastructure within Breadalbane Avenue to cope with addition demand of development. This would follow the existing road alignment within Breadalbane Avenue. Upgrades to the overall water network would be incorporated into ongoing works being currently undertaken to the wider Havelock North network (refer to the discussion above).

7.5.2 Wastewater Infrastructure

Wider Rezoning Area:

The most recent detailed options wastewater report prepared by MWH (ENV-9-19-4-16-32) forms the basis of this assessment. The earlier higher level report however has informed it as mentioned above.

The present situation is that there is no provision for wastewater services to the rezoning area. 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.

The preferred solution involves a new Middle Road Pump Station (PS) discharge wastewater which flows into a new Middle Road gravity system which in turn discharges into the existing Breadalbane PS. While existing wastewater infrastructure is within close proximity to the rezoning area, it is at capacity and the ability to accept any increase in flows.

Internal services will be located within the road corridor and gravitate to the new pump station. The location of the new Middle Road PS is identified on the Structure Plan, on the western side of Iona Road at the entrance to the open space area. In terms of the size and scale of the wastewater pump station, most of the infrastructure is located below ground. Screen planting to the rear and sides of the pump could be carried out to assist screen it from surrounding properties.

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.

Breadalbane Avenue:

There would need to be an upgrade of the existing infrastructure within Breadalbane Avenue to cope with addition demand of development, this would follow the existing alignment within Breadalbane Avenue

The majority of development within the Breadalbane Neighbourhood would occur at lower heights than the main wastewater trunk within Breadalbane Avenue. It is anticipated that new dwellings would be required to install individual pumps onsite, to ensure wastewater can reach the main council networks. However gravity fed systems can still be utilised if achievable. Council would not be supportive of multi-dwelling shared wastewater pumps.

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 Engineering Code of Practice (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 stormwater solution for Iona includes utilisation of an existing pond system (and its extension) in the upper reaches of the site, roadside swales and detention areas. These features are identified on the Structure Plan. Significant re-contouring of certain areas of the site are necessary as part of the proposed stormwater solution. Appended to this report is a precis of the stormwater assessment prepared by Tonkin and Taylor (T + T) stormwater consultant for the majority landowner (**Appendix N**). This report including the modelling has been peer reviewed by Councils Asset Management Group, Stormwater Consultant and the Hawkes Bay Regional Council. Work on the stormwater solution has been ongoing and there remains one outstanding issue around the assessment and mitigation of outlet D. Outlet D is approximately located where Iona Road currently meets Gilpin and Middle Roads. The solution proposed by T + T requires that new residential lots within the lower sub-catchments install individual tanks for detention purposes.

Councils Stormwater Engineer has advised that onsite detention in the form of individual tanks for a new greenfield development, is not a sustainable solution for Council, as the ongoing maintenance of this solution relies on individual property owners. Councils position is that it should retain control of stormwater management infrastructure. Therefore, in order for suitable mitigation to be provided for this catchment, Council has identified an additional stormwater detention area on Middle Road at the western extent to satisfactorily manage stormwater effects from Outlet D.

It is intended that the stormwater solution for the wider Iona area include the existing ponds and their extension in the upper reaches of the site, roadside swales and detention pond/s. It is Councils intent that the stormwater solution achieve stormwater neutrality to appropriately manage stormwater effects.

Breadalbane Avenue:

Breadalbane Avenue would require upgrading to have a more comprehensive swale system within the road reserve. Curb and Channel is not anticipated to be installed on Breadalbane Avenue.

7.5.4 Gas Infrastructure

Infrastructure consultation was undertaken with Powerco as gas infrastructure supplier.

Powerco have advised that “....Powerco does not currently have gas mains and services in the area Hastings District Council is looking to rezone. The nearest gas main terminates in front of 45 Iona Road however this can be extended and Powerco would be happy to look at providing gas infrastructure to the development and the potential dwellings. Although there are no current works planned in the area Powerco can work directly with the development managing any works with other services and infrastructure to future proof supply”.

7.5.5 Telecommunications

Chorus as telecommunications infrastructure supplier have advised that currently there is no capacity available in its current network to service the scale of the proposed development resulted from the rezoning. However, capacity can be built in for this area via the Havelock North telephone exchange.

7.5.6 Power Infrastructure

Following consultation with Unison on the rezoning proposal and structure plan they have advised:

There are two 11kV feeders that run along these roads that flank the structure plan area, namely the Te Aute feeder and the Iona feeder. At this point in the network both feeders are rural and therefore a network upgrade would be required to service the proposed new residential area.

These feeders may need to be repositioned, but this work can be built into the project plan.

Currently there are overhead lines that service properties within the structure plan area. Unison have advised that “If the subdivision necessitates the undergrounding of the lines Unison will be willing to look at this option with the costs going to the developer”.

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:

AER UD1	<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>
AER UD5	<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>
AER UD6	<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>

Note:

1. The existing undeveloped residential zoned area to east of the Iona triangle, which is subject to this variation, has not been considered in detail as part of the soils assessment, as it has been assumed that this occurred when the area was originally rezoned; and

2. Breadalbane has not been considered as while it is zoned Rural Residential, where lifestyle uses can occur the area is more akin to residential.

‘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.

The Middle / Iona Road greenfield growth area portion of the rezoning area is currently zoned Plains Production. The site is not used for productive purposes at present with only a 3.4ha block of grazing available on the triangle parcel and a lifestyle block and gardens being the predominant use of the remaining land (4.04ha). Soil maps prepared by Landcare Research indicate that this part of the area has a soil type of ashy sandy loam on sandy loam (loess) on pan over gravel (Duric Perch-gley Pallic Soil). The drainage class is poor and the water holding capacity is low²⁰. The soil type is the same as the existing land to the east which is already zoned residential (includes land subject to this variation which is already zoned residential but undeveloped and land in Reynolds Road (west of Breadalbane Road) and Chestnut Court which has been developed for residential use.

The hill block is currently zoned Rural Residential and is used for grazing purposes, with the only building being a hayshed situated approximately 50 metres from Iona Road. Soil maps indicate that that this part of the area has a soil type of Loam Over Sandy Loam (Typic Orthic Gley Soil). The drainage class is poor and the water holding capacity is moderate over slow.²¹ The Landcare soil factsheets for both areas are appended to this report as **Appendix O**.

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 Hawkes Bay Regional Council LUC identifies:

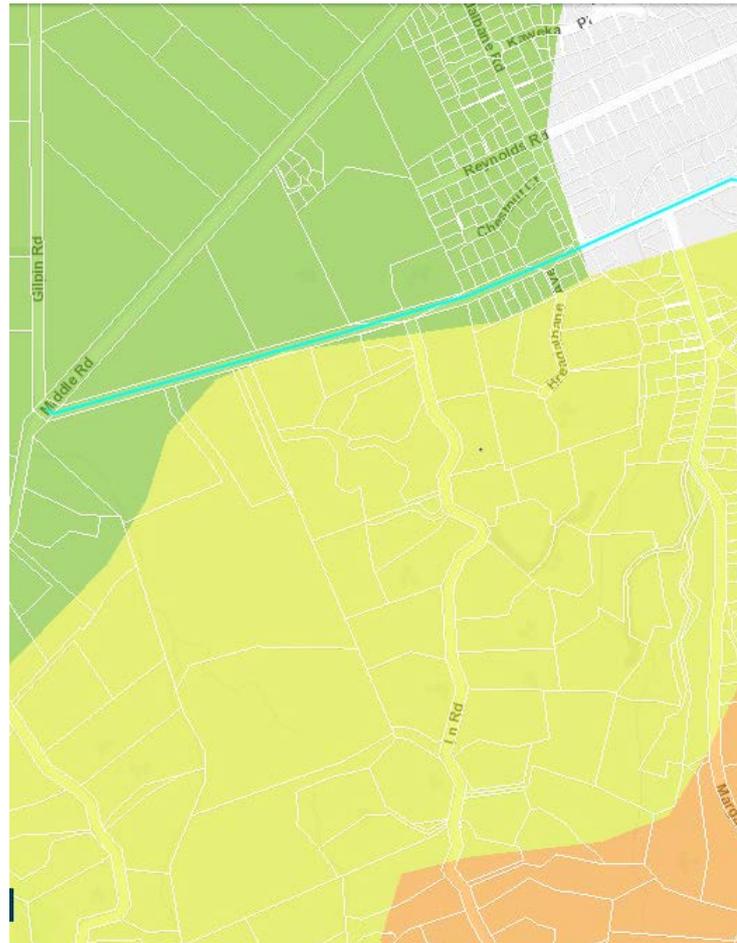
- the triangle as land with slight limitations for arable use and suitable for cultivated crops, pasture or forestry (LUC Class 2); and
- the hill block as land with slight limitations for arable use and suitable for cultivated crops, pasture or forestry (LUC Class 2 - small triangular shaped piece commencing at the intersection of Gilpin, Middle and Iona Roads) and land with moderate limitations for arable use, but suitable for occasional cropping, pasture or forestry for the remainder LUC Class 4) (see map below, sourced from the Hawkes Bay LUC website²²).

²⁰landcareresearch.co.nz factsheet for Duric Perch-gley Pallic Soil

²¹landcareresearch.co.nz factsheet for Typic Orthic Gley Soil

²²<https://hbmaps.hbrc.govt.nz/mapviewer/?map=67686b47a9dc4def9987143ded8c6f60>.

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LUC Map Layers	
Land Use Capability	
	Land with virtually no limitations for arable use and suitable for cultivated crops, pasture or forestry
	Land with slight limitations for arable use and suitable for cultivated crops, pasture or forestry
	Land with moderate limitations for arable use, but suitable for cultivated crops, pasture or forestry
	Land with moderate limitations for arable use, but suitable for occasional cropping, pasture or forestry
	High producing land unsuitable for arable use, but only slight limitations for pastoral or forestry use
	Non-arable land with moderate limitations for use under perennial vegetation such as pasture or forest
	Non-arable land with severe limitations to use under perennial vegetation such as pasture or forest
	Land with very severe to extreme limitations or hazards that make it unsuitable for cropping, pasture or forestry

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 forestry²³, and are therefore considered highly versatile soils. Noting that there are slight limitations identified by the Landcare soil maps due to soil typologies. Rezoning of the Iona triangle from Plains Production Zone to an urban residential zoning will, therefore, lead to an

²³ 'Landuse Capability Handbook, A New Zealand Handbook for the Classification of Land, 3rd Edition', 2009, Landcare Research New Zealand Ltd

inevitable loss of an area of productive and versatile soils on the Heretaunga Plains. This is unavoidable, however the following needs to be considered.

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. The central tenement is 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.²⁴

The area proposed for rezoning is an area where productive capacity is considered somewhat compromised due to:

- the proximity of the Hastings urban area and that it has been identified in the RPS as needed for urban growth needs so its policy direction in the higher order Strategy is already determined;
- the triangle portion is not completely flat, with bull hill located to the west;
- the remainder of the site zoned Plains is used for residential lifestyle purposes with substantial well established gardens and not productive purposes; and
- the hill blocks existing Rural Residential zoning means that its versatility for these uses are already compromised through its pre-determination of use under the Proposed District Plan.

Clear natural boundaries for this area exist, due to it being surrounded by roads or being sandwiched between existing lifestyle properties. Additional opportunities for cycling will be created by the creation of the loop connection. Recreational opportunities will be created through the two new reserves.

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 recognises that the loss of productive land will inevitably occur on the

²⁴ HPUDS 2010, pg 57

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.

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:

- 1) 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, agrichemical 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 Zones to an urban zoning, there is a very real risk of exacerbating or creating new urban/rural interface conflicts.

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 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

RRSA05 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. For this area HPUDS noted that conflicts with adjacent land uses are unlikely to occur. This is because the site is separated, by Middle Road which acts as a buffer. As part of the Iona 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 Iona 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 along the Middle Road frontage which, in combination with the 20 metre road reserve, will achieve a 30 metre buffer between any residential dwellings within the Iona Urban Development Area and activities occurring on the adjacent Plains Production zoned land to the north.

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 Iona development area.

For the new zone where it adjoins the Rural Residential Zone similar principles around the need to mitigate interface issues exist. For this reason, a setback of 7.5 metres is intended.

7.7.2 Reverse Sensitivity associated with 'Intensive Rural Production'

Activities

Within the Residential and Rural Residential Zones, Intensive Rural Production Activities are not permitted. This is because the smaller size of sites in the Zone means that there is less opportunity for these activities to be separated sufficiently from residential activities within the Zone, or on land in adjoining zones, in order to avoid or mitigate any significant adverse effects which they may have.

A check of Councils GIS system identifies no historic Intensive Rural Production Activities that require consideration in investigating this area for rezoning.

7.7.3 Provision for Existing Activities within the Development Area

Another issue is the ability for existing activities to continue during the area's development. 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.

7.8 Liquefaction and Geotechnical Assessments

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).

7.8.1 Liquefaction

In September 2017 a report *Planning and engineering guidance for potentially liquefaction-prone land* was issued by EQC, Ministry of Innovation and Employment and the Ministry for the Environment. The purpose of the report is to provide guidance associated with the use and development of land in potentially liquefaction-prone areas. This guidance covers the consistent planning approach that will make it easier for councils to prepare Resource Management Act policies and plans (including land rezoning's), and to process resource and building consent applications.

Not long after this guidance document was released, findings of a study commissioned by Hawkes Bay Regional Council and the Natural Hazards Research Platform to re-evaluate the liquefaction hazard across the region and to evaluate the consequential risks posed was released (*Assessment of Liquefaction Risk in the Hawkes Bay Volume 1 : The Liquefaction Hazard Model*, GNS Science Consultancy, October 2017). Accordingly a Council policy was adopted for any land in the Hastings District identified as having medium or high liquefaction vulnerability.

An examination of the Liquefaction and Land Vulnerability map (Figure 8.1, page 87) identifies that liquefaction is unlikely – very low to low liquefaction vulnerability for the proposed rezoning area (refer to the map below). As a result it is considered that no site specific liquefaction investigations are needed for the proposed rezoning area, as a result of these findings.

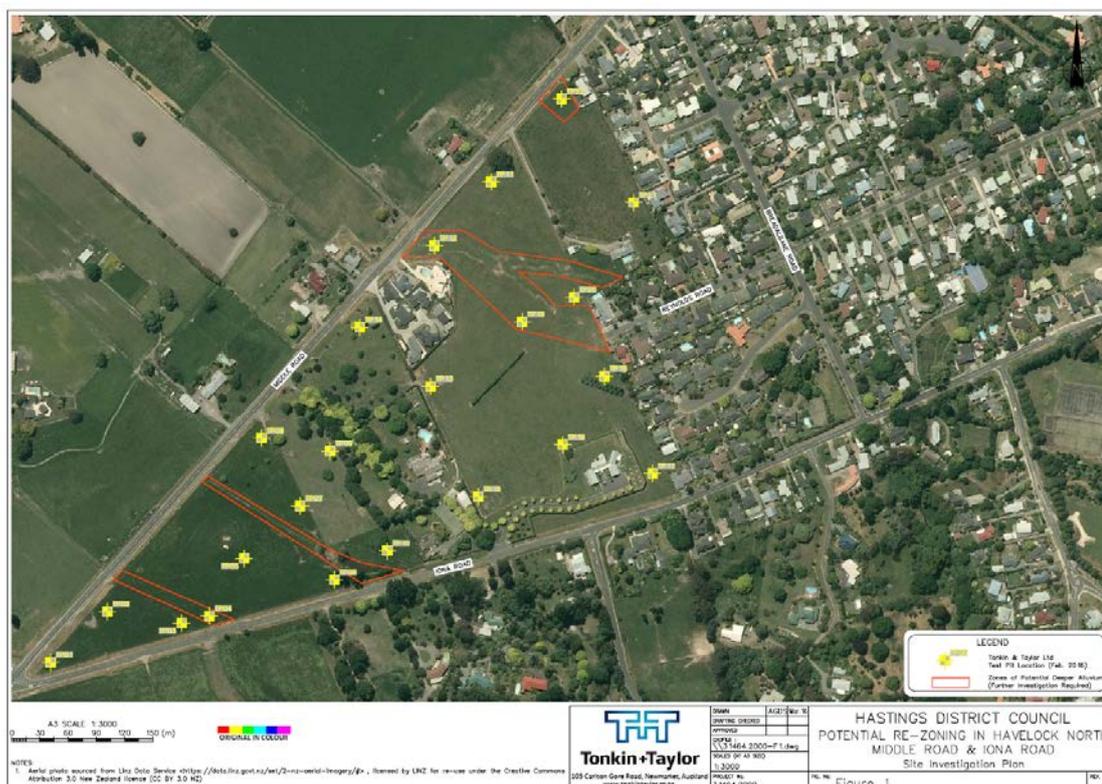
However, geotechnical investigations for the wider proposed rezoning area were carried out in February 2016 and are discussed in greater detail below.

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- A check of Councils GIS shows that there is no instability hazard identified for this area and groundshaking is identified as 'Bedrock/Redolith, which is the same over all of Breadalbane Avenue; and
- A check of the Landcare soils map shows that soil type is the same over all of Breadalbane Avenue (Typic Orthic Gley Soil).

Iona Triangle:

Geotechnical investigations were carried out in February 2016 by Tonkin & Taylor Ltd to assess subsurface conditions and outline any potential geotechnical issues that may affect any future residential rezoning (attached in **Appendix P**; HPRM Reference ENV-9-19-4-16-19). Investigations comprised twenty-two (22) test pits excavated 0.55m to 2.2m below existing ground level to assess subsurface conditions. The information obtained from the investigations has been used in developing a typical ground model for the site. The location of these tests are shown in the figure below:



Published geology²⁵ indicates the site is underlain by a variable group of middle to late Pleistocene alluvial fan deposits, collectively known as the Kidnappers Group²⁶. These typically consist of extremely to very weak siltstones and sandstones. A weathered cap of sandy silt

²⁵ Lee, J.M. et al (2011). *Institute of Geological & Nuclear Sciences 1:250 000 Geological Map 8*. Geology of the Hawke's Bay area. GNS Science.

²⁶ Kingma, J.T. (1971). *Geological Map of New Zealand 1:63 360, Sheets N134 Napier and Hastings and N135 Kidnappers*. Department of Scientific and Industrial Research.

often overlies the sandstone rock. Tonkin and Taylor's preliminary geotechnical investigations have generally confirmed the published geology.

The Geotechnical Investigation Report concludes as follows:

- *The site is typically underlain by Kidnappers Group sandstone and siltstone. Pockets of alluvial deposits (interbedded sand and silt) were encountered in localised gullies across the site;*
- *The Kidnappers Group is considered to have negligible susceptibility to liquefaction. For alluvial and gully deposits, further investigation and laboratory testing are recommended to further characterise and delineate these materials;*
- *Minor earthworks may be required to form platforms and fill gullies;*
- *Areas with thick alluvial deposits may require some form of ground improvement such as removal and replacement with engineered fill or pre-loading;*
- *We recommend that site specific foundation assessments be carried out where alluvial soils were encountered to allow site specific earthwork and foundation design;*
- *Shallow foundations in accordance with NZS 3604:20115 bearing on "good ground" are considered to be generally appropriate for typical residential structures; and*
- *During detailed design, lot specific investigations such as hand augers (with shear vane measurements), Scala penetrometers and additional test pits should be carried out to confirm the underlying geological conditions for each proposed site.*

Based on the results of site investigations and the results of the seismic assessment, the report considers robust shallow foundations for typical residential structures, would be suitable for the sites being considered for residential re-zoning. Plan provisions have been incorporated to ensure that these recommendations are adopted. These require that specific geotechnical investigations be carried out as part of any subdivision application.

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 within the Iona triangle.

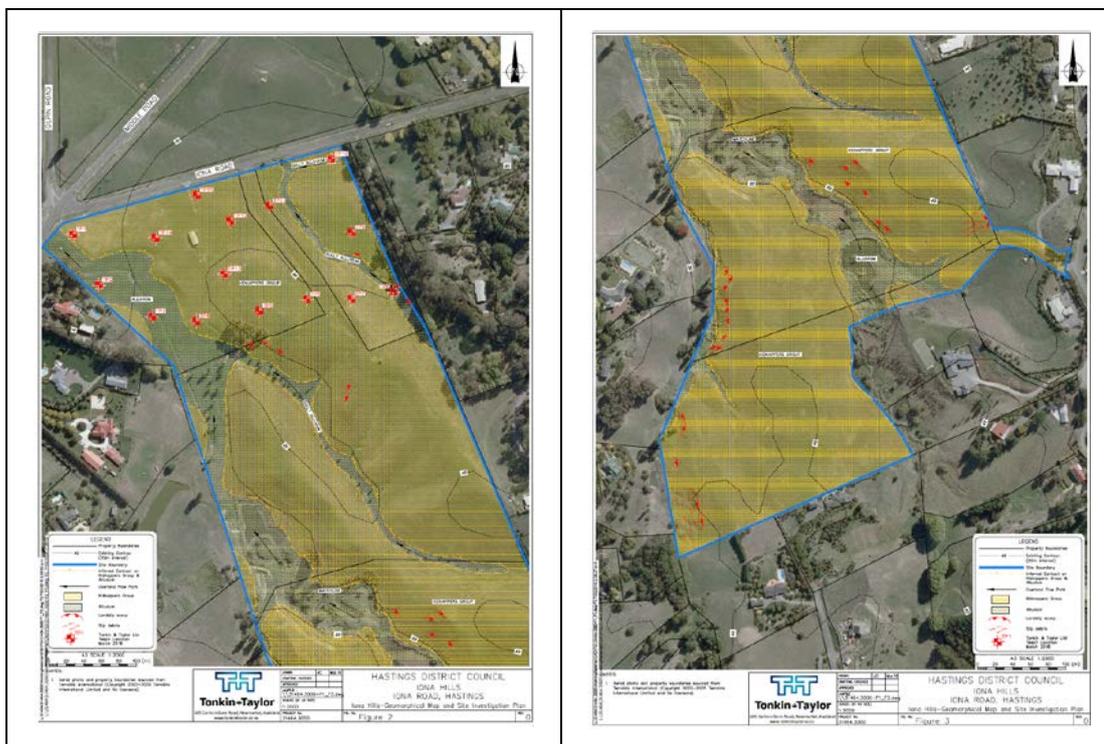
Iona Hill Block:

Preliminary geotechnical investigations were separately carried out in February 2016 by Tonkin & Taylor (T + T) Ltd to assess subsurface conditions for the hill site (attached in **Appendix Q**; HPRM Reference ENV-9-19-4-18-284), in order to achieve acceptable slope stability for a successful residential subdivision development.

Investigations comprised (15) test pits carried out with a 14 tonne excavator. The test pits were undertaken until refusal in hard ground, until the pit sides collapsed or to the maximum reach of the excavator. The test pits were logged and supervised by an engineering geologist from T+T to NZGS standards. Shear vane testing was undertaken within cohesive material

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where the vane could penetrate into the sub-soils. The location of these tests and subsurface conditions are shown in the figures below:



Published geology²⁷ indicates that the site is underlain by early Pleistocene river, lake and shoreline deposits collectively known as the Kidnappers Group. These deposits are often described as very weak to extremely weak sandstones, siltstones and gravels. These deposits form much of the land south and east of Havelock North. Tonkin and Taylor's preliminary geotechnical investigations have generally confirmed the published geology. Some alluvium deposits were discovered in northwestern and northeastern parts of the site in low lying streams, swamps and gully areas. These deposits varied in depth. As part of the site investigations T+T have mapped any existing instability features across the site. It is noted that these features are largely located within the reserve areas.

The Geotechnical Investigation Report concludes the following:

- Provided the site is suitably earthworked, the subject site can be satisfactorily engineered to achieve a successful residential development. Some undercutting of the weathered sandstone and topsoil would be required to establish dwelling platforms on suitable grades. Site specific investigations will be required to confirm factors such as slope stability behaviour and bearing capacities. This will occur at the detailed design phase of development
- Any development within the gullies or alluvial soils would require gully muck outs and replacement with engineered fill;

²⁷ Kingma, J.T. (1971). *Geological Map of New Zealand 1:63 360, Sheets N134 Napier and Hastings and N135 Kidnappers*. Department of Scientific and Industrial Research.

- Areas underlain by alluvium sediments will require deeper site investigations during detailed design to delineate these zones and confirm the susceptibility to liquefaction. Specific foundation design will also be needed.

Based on the results of site investigations, it is concluded that the hill area can be successfully developed for residential purposes. However, as the site is to be extensively earthworked to achieve the densities intended it is recommended that specific geotechnical investigations be carried out and assessed as part of any subdivision application.

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).

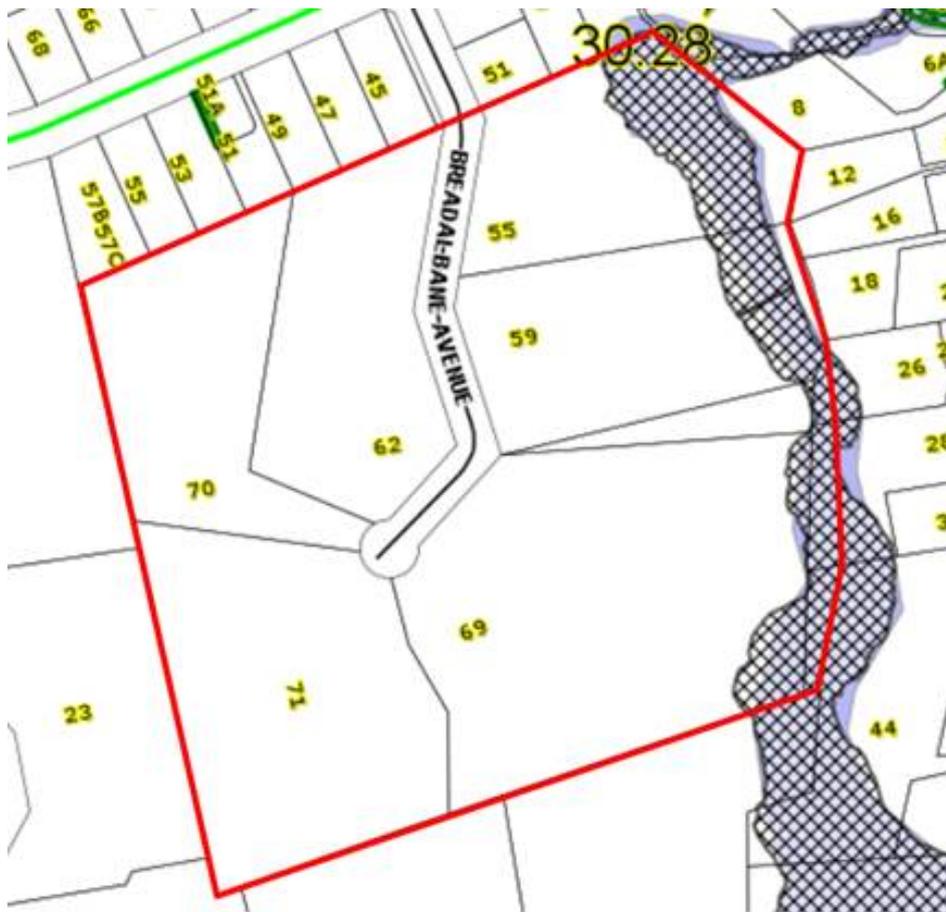
Hastings District Council GIS Database has multiple natural hazards recorded over the District. The following hazards were reviewed in respect of the land contained within the Iona development area:

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

Section 7.8 above deals with geotechnical constraints. No additional hazards were identified in reviewing Councils GIS database. A review of the Hawkes Bay Emergency Management Hazard Information Portal was also undertaken, however no hazards were recorded with this information. However the pond furthest to the south in the hill area was identified as a feature.

Breadalbane Avenue:

There is a risk of flooding on the Eastern boundary of the Breadalbane Special Character Rezoning. The map below shows the extent of flooding from a 1 in 50 year event from the Herehere/Mangarau Stream. Any building work, building platforms or stormwater detention area located in or near this hazard would be required to mitigate potential risks. This is likely to impact the ability to establish dwellings within this area.



A review of available information indicates there are no identified natural hazards to cause impact on the overall viability of the 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:

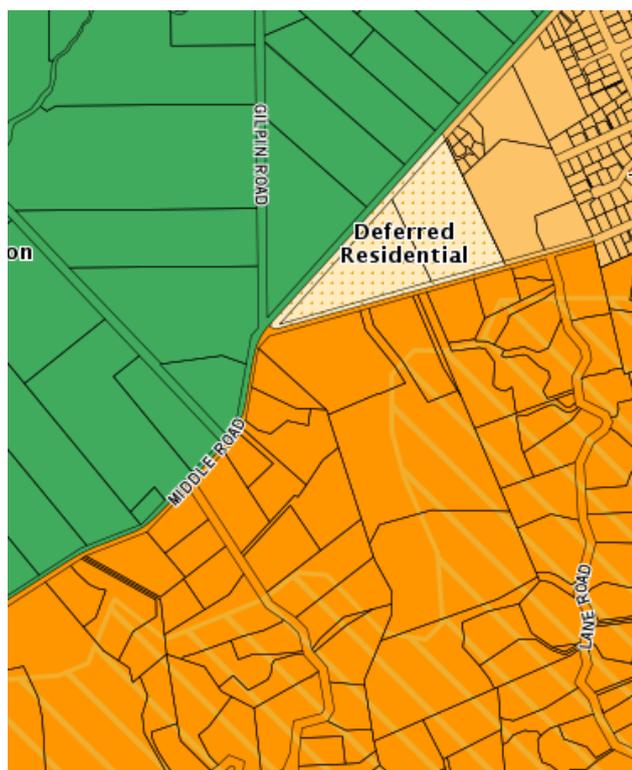
- f) How significant natural, cultural and historic or heritage features and values are to be protected and/or enhanced;*

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 features identified on the Planning Maps, within or in close proximity of the Iona development area (refer to the map below).

However, a portion of the hill block (refer to map below) is located within the Rural Landscape Character Area (RLCA). There are no plan rules that accompany this overlay, it is instead intended that non-regulatory tools be used. Development is encouraged to be undertaken in accordance with Councils Landscape and Development Guide (The Guide) to encourage design that protects and enhances the qualities of the District's rural landscapes.



 **Rural Landscape Character Area**

Due to a desire to rigorously consider the potential landscape effects, the Working Group engaged the services of a Landscape Architect to assist them in the design led process previously mentioned. This work included several site visits to determine the character and quality of the landscape experience and physical viewing catchment of the site. This process has resulted in recommended amended plan rules to manage landscape and amenity effects. For this reason, because the plan provisions are non-regulatory and because the site no longer has a rural zoning, consequentially it is suggested that the RCLA over the subject area be removed.

It is accepted that the landscape qualities currently experienced in this location will change. As previously mentioned this land has been identified for residential growth needs for some time as part of the regions intensification policies (HPUDS), which seeks to avoid development pressures on the Heretaunga Plains. Intensification of smaller lot development in the

Havelock Hills in this location is consistent with this intent. HPUDS principals require that land be utilised to its maximum natural capacity within the constraints that exist (i.e. topography and amenity values). Council through the work undertaken by the Working Group has endeavored, irrespective of the density and intensity of development that occurs onsite to ensure that any development which occurs onsite is sympathetic to the landscape context. Therefore, time was spent very early on identifying the key landscape features of the site and whether there was an ability to integrate them, resulting in their retention and how amenity and landscape effects could be appropriately managed. The elements of the proposed Structure Plan for the Iona Urban Development Area provide fixed or indicative locations for:

- Three distinct residential neighbourhoods to enable the imposition of separate plan provisions to appropriately manage effects;
- A road network, with connections to the existing road network off Middle and Iona Roads and a new Spine Road to access the Iona Terraces and Plateau neighbourhoods;
- internal provision for pedestrian walkways and cycleways, and connections to existing pedestrian and cycling networks in and around Middle, Iona and Lane Road's;
- internal water supply and wastewater services corridors, and network connections to existing and planned infrastructure, including a future planned water and wastewater infrastructure upgrade;
- Land set aside as a stormwater detention area on the opposite side of Middle Road, and provision for drainage swales to it;
- 12 hectares of reserve to be set aside for public open space/recreation purposes; and
- Identifies the location of existing trees within road reserve to contribute to streetscape character.

The only other area of interest are the natural watercourses and wetlands over the upper reaches of the site. 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 Iona Structure Plan confirms that the area will be fully serviced for water and wastewater, and a stormwater management regime proposed that will ensure stormwater is treated and discharged in a manner that does not adversely affect water quality or habitat (including to the Karamu Stream which is located downstream of the proposed rezoning area. This is covered in greater detail above in section 7.5 of this report).

One further area is the aim of retaining established trees in the Breadalbane Special Character Area. While these trees have not been identified on the Structure Plan encouragement will be given to the retention of the trees which contribute significantly to the special character of this area, through policy direction.

7.10.2 Historic Heritage

Archaeological Sites:

The New Zealand Archaeological Association (NZAA) manages a national database of recorded archaeological sites in New Zealand.

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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 (note that V21 is a map number reference and not an archaeological site).



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Legend

- NZAA Site
-  Pending
-  Approved
-  Inactive

The rezoning area may contain unrecorded sites, 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).

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Source: <http://www.heritage.org.nz/the-list> (February 2018)

John Scott Dwelling – 71 Breadalbane Avenue

The late John Scott (9 June 1924 – 30 July 1992) has been recognised as a pioneering Maori architect and prominent figure in 20th century New Zealand Architecture. His unique work has been recognised by the New Zealand Institute of Architects as incorporating ideas from both “*Maori and cultural architecture*²⁸” and also strongly influenced by traditional rural New Zealand buildings. He was the recipient of several awards by the New Zealand Institute of Architects, including receiving the New Zealand Institute of Architects Gold Medal for the second time in 1999 (posthumously), for his “*unique contribution to architecture*²⁹”. Some of his buildings (both residential and community) have received registration with Heritage New Zealand.

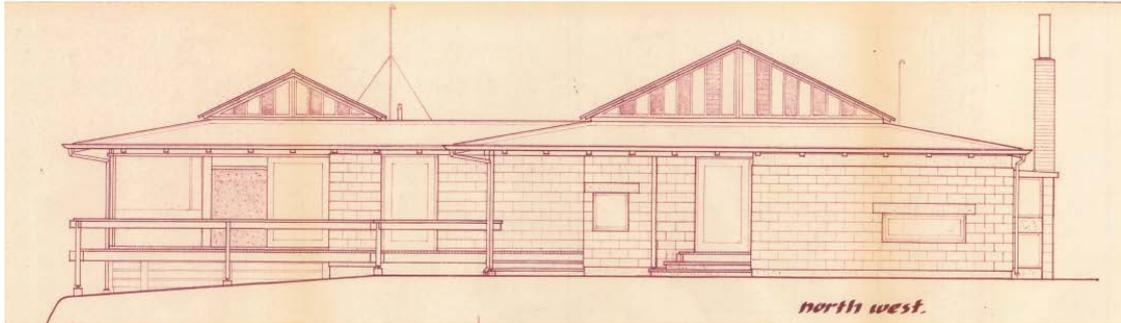
Born, raised and later residing in Hawkes Bay there are numerous examples of his work here. Within the proposed Breadalbane rezoning area there is a dwelling which was designed in 1960 by John Scott:

²⁸ [https://en.wikipedia.org/wiki/John_Scott_\(architect\)](https://en.wikipedia.org/wiki/John_Scott_(architect))

²⁹

[http://www.johnscott.net.nz/extras/Historic%20Place%20Report%20Urewera%20National%20Park%20Visitor%20Centre%20\(consultation2\).pdf](http://www.johnscott.net.nz/extras/Historic%20Place%20Report%20Urewera%20National%20Park%20Visitor%20Centre%20(consultation2).pdf)

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The dwelling is not listed with Heritage New Zealand. However, Council also lists in its District Plan, buildings which are deemed of regional significance, but don't have this recognition.

The current owners recognise the significance of this building and have given in principal support for its inclusion in the variation, as a Category II listed building. The proposed inclusion has also been discussed with Heritage New Zealand who advised that they are supportive of any regional initiatives to protect historic heritage. Both the owners of this property (due both to the inclusion of the site in the proposed rezoning area and the listing of the dwelling as a heritage item) and Heritage New Zealand will be notified of the variation.

More on its inclusion is outlined in later sections of this report.

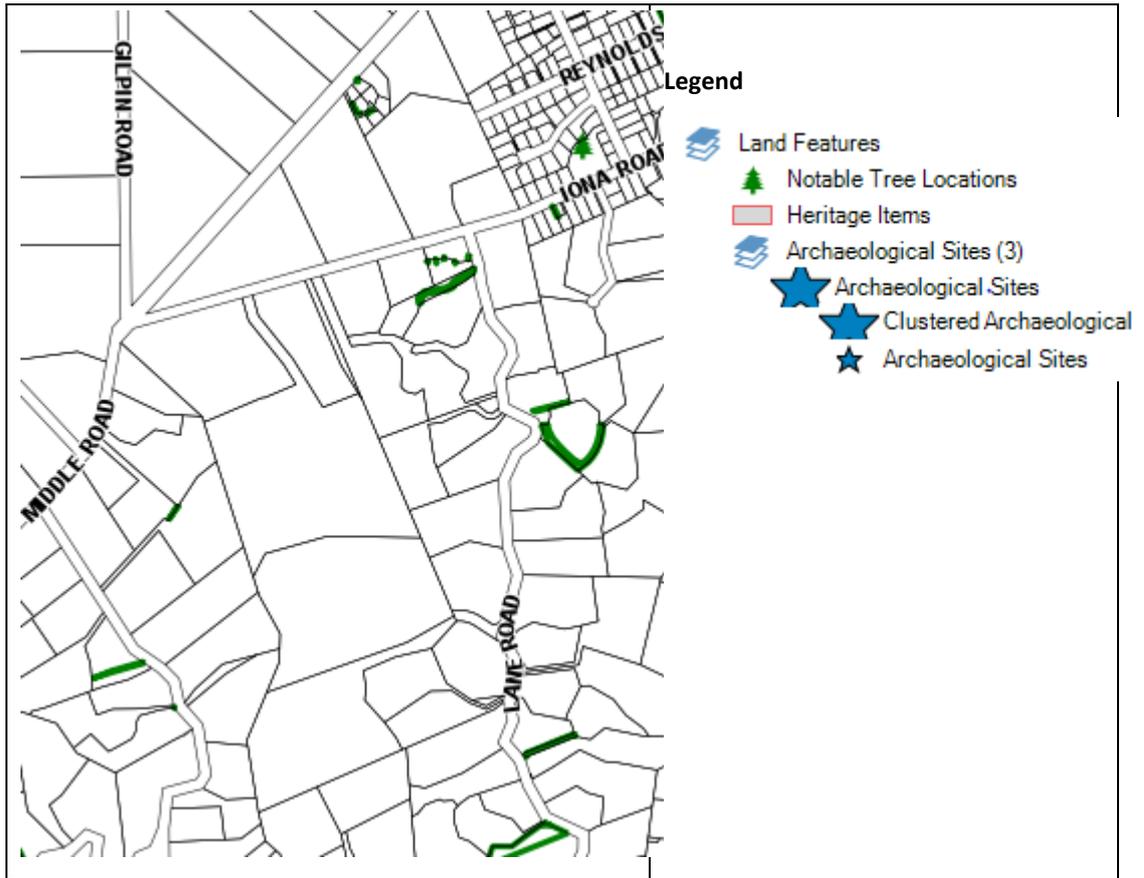
Hastings District Council GIS Database Information

Council also records areas of significant heritage, archaeological sites, protected trees and waahi taonga 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 (and as depicted in the maps below) has shown no recorded heritage sites, archaeological sites or waahi tapu areas on the land in question or within close proximity.

There is a protected tree located on 58 Iona Road (Camphor Laurel (T17)), towards the corner of Iona and Breadalbane Roads, however this is separated some 150 metres from the closest boundary of the rezoning extent. It is separated from the rezoning area by several residential properties.

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Map depicting location of the closest notable tree to the rezoning area

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.

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;*
-

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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 taonga or significant culturally significant features or values identified on the Planning Maps, within or in close proximity of the Iona development area.

Consultation with mana whenua as part of this process did not identify any sites of significance, but the cultural significance of the Karanema Reserve under which this land sits was raised and as a result it was suggested to Council as part of its early consultation that a Cultural Impact Assessment (CIA) be carried out. This has been included as part of the Variation. The CIA required as part of any subdivision of the Iona triangle and hill area requires that it cover:

- Information on the relevant cultural values associated with the site;
- The effects on those values, and the relationship of mana whenua to them, as a result of the proposed activity; and
- Recommendations to avoid, remedy or mitigate adverse effects, including but not limited to recommended conditions of consent should the application be granted.

The CIA is further discussed later in this assessment. No additional concerns have been raised 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 within the ponds and the downstream catchment. 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 taonga 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 and has included a requirement for a Cultural Impact Assessment at the subdivision stage for the Iona triangle and hill areas.

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 Iona development area for urban residential development, include:

- i) the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS);
- ii) economic considerations; and
- iii) whether the rezoning results in a defensible urban boundary.

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.³⁰

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.

It is noted on the property file for a site visit undertaken as part of a subdivision application, that spray equipment and petrol drums were observed during a site visit near the old woolshed located onsite.

The woolshed is positioned approximately 50 metres back from Middle Road frontage, on the southern side, within the Bull Hill Neighbourhood. A check of the historic photos Council has available, shows no evidence of hazardous activities, however livestock dip or spray race operations (A.8) and storage drums tanks or drums for fuel, chemicals or liquid waste (A.17), which could be associated with pastoral uses, are considered a Hazardous Activity under the NESCS Hazardous Activities and Industries List. It is considered that any use would likely be localised to the woolshed area:

³⁰ Users' Guide: NES for Assessing and Managing Contaminants in Soil to Protect Human Health, April 2012, Ministry for the Environment



This area will require further investigation and if necessary remedial works if they are to be developed into Residential uses. There is nothing to suggest that the remainder of the site, which has been in pastoral use is subject to NESCS.

It is unlikely that the development area presents any significant impediment in terms of potential risk to human health that would prevent safe conversion to urban residential land use. However, the area surrounding the woolshed 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)).

Residential development of the proposed Iona 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. It is recognised in HPUDS that the cost of developing the hill block is greater than the flatter areas.

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.

In the case of the hill block, changing the use of this land from rural to residential land use will result in the loss of some primary production potential. However, this could occur under its existing rural residential zoning to an extent by means of lifestyle uses and is considered inevitable with such a change of use. For the remainder, it achieves HPUDS objectives by providing for the residential growth needs efficiently, within natural constraints, while avoiding encroachment onto the Plains.

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.

7.12.3 Defendable Urban Boundary

Identified Greenfield growth areas need to have a defendable urban boundary to ensure that growth does not creep outwards onto the Plains Production Zone.

Part of the subject site the boundary is contained along the ridgeline above Iona Road and within the fingers of existing rural residential development accessed from Lane and Endsleigh Road. No access to the hill area is to be provided via Lane Road to retain existing character. In the case of Breadalbane Avenue, this results in discrete infill development, which is all accessed via one internal road. These factors provide barriers to incremental urban growth.

7.13 Conclusion as to Suitability

HPUDS and the RPS have already identified the area subject to this rezoning, as being generally suitable as a residential growth area for Hastings. The above assessment confirms that there are no other significant factors that suggest the proposed Iona 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 Iona urban development area is ultimately confirmed as being suitable for urban residential development.

8 Appropriateness, Efficiency & Effectiveness of Proposed Variation 4 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 the objectives of Variation 4 are the most appropriate way to achieve the purpose of the Resource Management Act’.

The objectives of Variation 4 include the following:

- New objectives within Section 8.1 Havelock North Strategic Management Area (HNSMA07 and HNSMA08);
- New Objectives within the new Iona Special Character Zone (ISCO1-6);
- A new objective within Section 8.2 Havelock North Residential Environment to provide for the intensification of the Breadalbane Avenue Special Character Area (HNRO9)

The new objectives proposed to be included in the Havelock North Strategic Management Area (the SMA) reflect the need for urban development in the Havelock North Area to be contained within the boundaries of the SMA in line with the Hawkes Bay Regional Policy Statement (RPS) and also outline the overall objective behind the Iona Urban Growth Area.

The new objectives for the Iona Special Character Zone formulate the basis for this new Zone under the Havelock North Residential Environment Section of the Proposed District Plan. This special character zone seeks to put in place specific planning provisions in order to protect and retain the special features that characterise this particular area. As this area transitions from its current rural and lifestyle land use to an urban residential area these provisions will help to ensure that the amenity values and characteristics of the area that are valued by the local community are retained.

It is important that new development adds value to this area so that it continues to be a unique and special environment. The creation of a new residential area with high amenity and recreational values will ensure that this area maintains its special character while its current rural land use evolves and changes to a more urban environment.

The landscape and character of the Iona Special Character area pre development is considered a special environment within the local Havelock North community. It also has a direct bearing post development as the area needs to consider the high level of amenity attached to the Rural Residential Zone that adjoins certain parts of the special character area.

The landscape values of this area do contribute to the existing pleasant amenity of the zone and the surrounding rural residential area that it previously formed a part of. The Iona Special

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Character Area is also considered unique as it sits at the southern entrance to the village of Havelock North and has the potential to create a gateway experience.

The purpose and key aspects of the Zone are set out in the table below:

Key Aspects of the Iona Special Character Zone	Objective	Policy
Seeks to provide regulatory support for the urban development of a specific area on the southwestern edge of Havelock North that results in a range of high amenity residential neighbourhoods.	ISCO1 ISCO2 BHO1 ITO1 IPO1	ISCP2 ISCP3 BHP1 BHP2 BHP3 ITP1 ITP2 ITP3 ITP5 IP1 IP2 IP3
Seeks to encourage innovative development that is responsive to the different neighbourhood environments within the Zone.	ISCO1 ISCO2 BHO2 ITO1 ITO2	ISCP2 BHP5 BHP6 ITP5 ITP7
Seeks to protect and maintain the special landscape features of the Zone from the adverse effects of development. There are several distinctive landscape features which are highly valued by the community and provide for the Zone's special character. These special features include: the bull hill, the ridge landforms to the south of Iona Road and a set of ponds and wetland areas with associated planting and bird life located in the valley of the central ridgeline.	ISCO1 BHO1 ITO3 IPO1	ISCP1 ISCP2 BHP2 ITP9 IP1 IP2 IP3
Seeks to ensure land is used efficiently while creating a high amenity residential area that provides housing types that suit a variety of households.	ISCO3 BHO2 ITO2	ISCP2 ISCP3 ISCP5

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		<p>BHP4</p> <p>BHP5</p> <p>BHP6</p> <p>BHP7</p> <p>ITP8</p>
Seeks to protect people and property from the adverse effects of stormwater.	ISCO4	ISCP6
Seeks to ensure the Zone provides a definitive and defensible urban boundary that supports the Regional Policy Statement and Heretaunga Plains Urban Development Strategy.	ISCO5 ITO3	ISCP7 ITP10
Seeks to allow non-residential activities to establish where these are appropriate and at a scale that will not detract from the special character and amenity of the area.	ISCO6 BHO3 IPO2	ISCP8 BHP8 BHP9 BHP10 IP4 IP5
Seeks to protect the existing residential amenity of adjoining zones.	BHO1 ITO1 IPO3	BHP1 BHP3 ITP1 ITP2 ITP3 ITP4 ITP6 ITP9 IP6

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8.1.1 Evaluation of the Proposed New Variation 4 Objectives

The following assessment evaluates how the proposed new Havelock North Strategic Management Area (SMA) and Zone objectives are consistent with the higher order objectives in the Urban Strategy section (Section 2.4) and the Havelock North SMA (section 8.1) of the Proposed District Plan (PDP) and how they meet Part 2 of the Resource Management Act. This assessment also evaluates new objective HNRO9 (which relates to the intensification of Breadalbane Avenue area) under the Havelock North Residential Environment (Section 8.1) of the PDP and how this is consistent with the Section 2.4 and 8.1 objectives and Part 2 of the Resource Management Act.

New Havelock North Strategic Management Area And Iona Special Character Zone Objectives & How They Meet The Higher Order Objectives In Section 2.4 And 8.1 Of The Proposed District Plan And Achieve Part II Of The Resource Management Act 1991

IONA SPECIAL CHARACTER ZONE OBJECTIVES	SECTION 2.4 OBJECTIVES	SECTION 8.1 HAVELOCK NORTH STRATEGIC MANAGEMENT AREA (SMA) OBJECTIVES	CONSISTENCY OF ZONE OBJECTIVES WITH HIGHER ORDER OBJECTIVES IN SECTION 2.4 URBAN STRATEGY AND 8.1 HAVELOCK NORTH SMA	PART II OF THE RESOURCE MANAGEMENT ACT 1991
<p>OBJECTIVE ISCO1</p> <p>To create a unique residential environment that retains the special character and amenity values of the Iona Special Character Zone</p>	<p>OBJECTIVE UDO1</p> <p>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).</p>	<p>OBJECTIVE HNSMAO1</p> <p>To ensure that the characteristics which make the Havelock North environment distinctive and memorable are identified, retained and enhanced.</p>	<p>ISCO1 is consistent with UDO1 and HNSMAO1 in that the Iona area was identified as an appropriate greenfield growth area in HPUDS and subsequently the RPS. Sites for growth were selected where:</p> <ul style="list-style-type: none"> - Soils are less versatile, or - Productive capacity of the soil is compromised, or - Logical urban edge greenbelts could be created, or - Greenbelts could provide opportunities for walking and cycling connections, or - Sites support compact urban form, can be serviced at reasonable cost 	<p>Objective ISCO1 achieves the purpose of the Act by promoting the sustainable management of this unique environment (Sec 5(1)). It supports the maintenance and retention of the natural landscape features (the Bull Hill, Central Ridgeline and the set of ponds and wetland areas) that provide this area with its special character while allowing the remainder of the area to be developed for residential housing and hence enabling the owners of this land to provide for their economic wellbeing while ensuring that future generations will benefit from the recreation</p>

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			<p>and integrated with existing development.</p> <p>The rationale that underpins the zone seeks to utilize the land in the most efficient manner taking into account the need to protect and maintain the special features and landscape values of the Zone in order to retain the amenity and special character of this distinct environment. This is achieved on a neighbourhood basis ensuring that development is undertaken at an appropriate intensity and scale and that any adverse effects on the environment are avoided, remedied or mitigated through specific development control provisions or in the case of the Iona Plateau area through the detailed Masterplan.</p>	<p>reserves established as part of the development of the land (Sec5(2)(a)).</p> <p>This objective also achieves sustainable management by supporting the protection and enhancement of these natural resource features in a way which enables people and the community to provide for their social and cultural well-being (sec 5(2)); and by safeguarding the life supporting capacity of the natural ecosystems that the pond and wetland areas form a part of (sec 5(2)(b)). The site was part of the Karanema Reserve and the cultural significance of the site must be recognised.</p> <p>This objective will also help to meet the following matter of national importance under section 6 of the Act</p> <p>(e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga.</p> <p>This objective will also help achieve the following matters to be given particular regard in section 7:</p> <p><i>(a) kaitiakitanga</i></p> <p><i>(b) the efficient use and development of natural and physical resources;</i></p> <p><i>(c) the maintenance and enhancement of amenity values;</i></p>
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				<p><i>(f) the maintenance and enhancement of the quality of the environment;</i></p> <p>and will give effect to Section 8 Treaty of Waitangi by taking into account the principles of the Treaty of Waitangi.</p>
<p>OBJECTIVE ISCO2</p> <p>To provide for and encourage new and innovative forms of residential development that respond to this unique environment and will add value to the surrounding existing residential area creating a high quality residential environment for all residents</p>	<p>OBJECTIVE UDO2</p> <p>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.</p>	<p>NEW OBJECTIVE HNSMA08</p> <p>The Iona Growth Area will provide a place that adds value to Havelock North providing an opportunity to create innovative land development responses to this unique environment.</p>	<p>HPUDs and the Hawkes Bay Regional Policy Statement seek to ensure integrated and planned residential development that achieves high amenity and high quality residential environments. The new objectives ISCO2 and HNSMA08 both seek to ensure that the development of this area occurs in a manner that will result in an urban form that provides for choice in the housing market, retains character and identity, demonstrates the principles of urban design, takes into account the special character and amenity values of this area and in doing so achieves a residential environment that is healthy, environmentally sustainable, and functionally efficient.</p>	<p>Objective ISCO2 and HNSMA08 seek to achieve the following matters outlined in Section 7(b) – the efficient use and development of natural and physical resources, 7(c) – the maintenance and enhancement of amenity values and Section 7(f) the maintenance and enhancement of the quality of the environment.</p> <p>Encouraging innovation and variety in the form of development seeks to ensure that land and infrastructure is used as efficiently as possible taking into account the need to protect the special characteristics of the area (Section 7(b)).</p> <p>Section 7(c) and (f) matters are achieved by encouraging development to be undertaken in a manner that respects the special character features of the area and is responsive to the landscape values that are being protected. Protection of the existing landscape values and enhancement through the significant planting proposed will</p>

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				ensure the maintenance and enhancement of amenity values and the quality of the environment.
<p>OBJECTIVE ISCO3</p> <p>To ensure that the development provisions that shape the Iona Special Character Zone seek to use land efficiently while creating a high quality residential community.</p>	<p>OBJECTIVE UDO3</p> <p>To establish an effective and sustainable supply of residential and business land to meet the current and future demands of the Hastings District Community.</p>	<p>OBJECTIVE HNSMAO6</p> <p>The diverse range of housing demands, preferences and lifestyles in Havelock North are met and residential use is compatible with the surrounding environment.</p>	<p>Objectives ISCO1, 2 and 3 all seek to ensure that a sustainable supply of residential land is established in order to give effect to objective UDO3. The premise and rationale that underpins the new Iona Special Character Zone is to allow land to be used in the most efficient manner while protecting and maintaining the landscape values and special character features of this area. A significant consideration in developing appropriate density and other development control provisions for this area has been the desire to create variety in section sizes to encourage the provision of a range of housing typologies (HNSMAO6).</p>	<p>Objective ISCO3 seeks to achieve matters outlined in Section 7(b), (c) and (f) (the efficient use and development of natural and physical resources, the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment) by promoting a specific set of development control provisions, tailored to each individual neighbourhood, that enable use of the land in an efficient manner while seeking to maintain and enhance amenity values (through the protection of special character features) and creating a high quality environment (through the 12ha of reserve provision). Within each neighbourhood there are differences in the provisions and these reflect the changing density of development within each neighbourhood and the need and desire to protect amenity values of existing residential and rural residential areas that adjoin this new urban development area.</p> <p>This objective is also consistent with Sec 5(2)(c) – avoiding, remedying or</p>

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				mitigating effects of activities on the environment - in that the set of development control provisions created for the new Zone will seek to achieve this matter and thereby create a high quality residential environment.
<p>OBJECTIVE ISCO4</p> <p>To protect people, property and infrastructure from the adverse effects of stormwater runoff.</p>		<p>OBJECTIVE HNSMAO5</p> <p>RESIDENTIAL ENVIRONMENT - Adequate infrastructure will be in place before intensification of housing occurs.</p>	<p>Objective ISCO4 is consistent with HNSMAO5 in that it requires infrastructure solutions to be put in place to ensure people and property are protected against the adverse effects of stormwater runoff.</p>	<p>Objective ISCO4 promotes the purpose and principles of the Act in that it enables development to occur while ensuring that the adverse effects of an increase in housing (specifically in respect to stormwater runoff) on the environment (which includes people and property) are avoided, remedied or mitigated (Sec5(2)(c)). This objective also achieves a matter of national importance outlined in Section 6(h) – the management of significant risks from natural hazards in that any stormwater solution for the area must ensure stormwater neutrality and mitigate potential downstream flooding effects.</p>
<p>OBJECTIVE ISCO5</p> <p>To ensure that the Zone provides a defensible urban boundary for the north eastern and southwestern edge of the Havelock North residential area.</p>	<p>OBJECTIVE UDO4</p> <p>To retain and protect the versatile land resource that is the lifeblood of the local economy from ad hoc urban development</p>	<p>NEW OBJECTIVE HNSMAO7</p> <p>To contain development within the Havelock SMA urban boundaries.</p>	<p>ISCO5 is consistent with objective UDO4 and HNSMAO7 in that it ensures that the boundaries of the lona new urban development area are clear and defined to protect against urban creep and that these do not breach existing SMA boundaries.</p>	<p>Objective ISCO5 and HNSMAO7 are consistent with Section 5(2)(b) in that it will assist in safeguarding the life-supporting capacity of the versatile soils of the Heretaunga Plains by ensuring that urban development is undertaken in a planned manner in accordance with</p>

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			<p>These objectives thereby enable the protection of the valuable versatile land resource and reduce the potential for development to sprawl in an adhoc manner and seeks to give effect to the Hawkes Bay Regional Policy Statement which is the higher order policy document.</p>	<p>the objectives and policies of the Hawkes Bay Regional Policy Statement and that new urban development areas provide clear natural boundaries or create greenbelts to establish a defined urban edge reducing the potential for inefficient sprawling urban development.</p>
<p>OBJECTIVE ISCO6</p> <p>Non-residential activities are provided for within the zone where these are appropriate and in a manner that avoids, remedies or mitigates adverse effects of such activities on the Zone.</p>		<p>OBJECTIVE HNSMAO2</p> <p>To have an environment that provides for a variety of activities, promotes good quality urban design and promotes sustainable development practices.</p>	<p>Providing for a variety of appropriate activities enables an area to evolve over time to the meet the needs of the local community. Close proximity to facilities that support residential activities assists in creating a more sustainable urban form – in terms of reducing travel distance, fuel usage and emissions. ISCO6 therefore seeks to achieve the intent of HNSMAO2 in providing for appropriate non-residential activities in a manner that ensures adverse effects are avoided, remedied or mitigated.</p>	<p>This objective meets Part 2 of the Act by allowing people and communities to provide for their social, economic and cultural well-being in developing and operating non-residential activities within the Zone in a manner that avoids, remedies or mitigate the adverse effects of such activities (Section 5(2)(c)) and ensures the retention of special character which maintains amenity values and the quality of the environment (Sec7(c) and (f)).</p>
	<p>OBJECTIVE UDO5</p> <p>To promote the redevelopment of existing residential areas.</p>		<p>Variation 4 gives effect to this higher order objective in the respect that the rezoning of the Breadalbane Avenue area which will allow for the redevelopment of this existing residential area using land in a more</p>	<p>Objective HNRO9 seeks to provide for greater intensification of the Breadalbane Ave neighbourhood, while recognizing that there is a need to protect existing characteristics, such as the road layout, existing vegetation and open character. Therefore this</p>

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			<p>efficient manner. The relevant new objective for Breadalbane Avenue is HNRO9 which states:</p> <p><i>'Provide for intensification of the Breadalbane Special Character Area while ensuring that its unique characteristics, history and high level of amenity is maintained'.</i></p>	<p>objective promotes the sustainable management of the natural and physical resources associated with this area in line with the principles outlined in Section 5(2).</p> <p>This objective also seeks to achieve the efficient use of natural and physical resource, the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment and is thereby consistent with the matters outlined in section 7(b), (c), and (f).</p>
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Conclusion:

The objectives of Variation 4 seek to enable integrated development in accordance with the RPS while protecting and maintaining the natural landscape features of the area that the community value. The objectives seek to provide a sustainable supply of land for current and future housing needs in a manner that protects existing amenity values and provides opportunities for enhancement. In combination the objectives of the SMA, the new Iona Special Character Zone and the Breadalbane Avenue Special Character Area provide a strong and sustainable direction for this new urban development area that is based on the framework of the RMA along with the Regional Policy Statement and higher order objectives of the Proposed District Plan. Taking into account the above, Council considers that the objectives of Variation 4 are the most appropriate to achieve the purpose of the Act.

8.1.1.1 NEW HAVELOCK NORTH STRATEGIC MANAGEMENT AREA POLICIES

Objective to which the policy relates HNSMA07	
To contain development within the Havelock SMA urban boundaries.	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy HNSMAP10 <i>Minimise development pressure on the Heretaunga Plains by ensuring provisions for land use activity within the Havelock SMA are aligned with the Hawke’s Bay Regional Policy Statement and are appropriately implemented.</i></p>	<p>The Hawkes Bay Regional Policy Statement (RPS) leads the direction for development growth in the District. The regional policy statement manages the built environment in a manner that protects the versatile soils of the Heretaunga Plains to ensure the future wellbeing of our District. One of the challenges arising from this objective is that urban development and growth must be contained within current urban limits. Therefore, District Plan provisions need to be aligned with this position and be able to appropriately accommodate urban growth. Ad hoc development must be avoided. This policy is essential in assuring that District Plan provisions in all environments are in accordance with the objectives and policies of section 2.4 of the PDP and with the RPS above that. This policy is necessary to ensure the implementation of the objectives and policies of the RPS. The costs of this policy include the restriction over where development can occur within the Havelock North SMA area and the regulatory costs involved in extending the SMA boundaries if and when this is required to ensure a sustainable supply of land to meet future needs. The policy is efficient as the benefits of an integrated and planned approach to development along with the protection of the finite versatile soil resource outweigh the policy development costs associated with changing the RPS and SMA boundaries to facilitate a greater area for development.</p>

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Objective to which the policy relates HNSMA08	
The Iona Growth Area will provide a place that adds value to Havelock North providing an opportunity to create innovative land development responses to this unique environment.	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy HNSMAP11 <i>The Iona Growth Area will provide an attractive residential development which will cater for a range of property sizes and building types. Development will be lower in density as the typography increases in height and prominence.</i></p>	<p>The Iona Growth Area contains around 55 hectares of land which stretches from the lower slopes of the Havelock Hills to the upper catchment. It also contains an existing ridgeline and gully which lends itself to a high quality nature reserve with native trees, birdlife and recreational tracks. The natural topography of the growth area lends itself to being able to create higher density development on the lower slopes, while decreasing density, and allowing for greater levels of openness on the upper catchment where the landforms and gradients make higher density developments less practical. The benefits of this policy include the encouragement of variety in site sizes and building / development type to ensure residential development creates a new development character and does not become uniform. The transition of development to become lower in density as the topography changes and increases in height and visibility seeks to ensure that the special character and amenity values of this environment and the existing neighbouring environments are retained. Thus contributing to creating a unique residential area. The costs of this policy include the policy development and regulatory costs of ensuring land development is appropriate and does not compromise the special character and values of the Iona Growth Area. The benefits of creating high quality residential areas that specifically relate to their environment and retain character amenity outweigh the regulatory and policy development costs associated with this policy. The policy will be effective in achieving Objective HNSMA08.</p>
<p>Policy HNSMAP12 <i>Promote a high quality urban environment, where environmental and amenity values are protected.</i></p>	<p>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 focused standards and assessment criteria. Furthermore, the Havelock North SMA identifies areas with particular character and heritage values. These areas are the subject of special character zones, areas and/or development controls designed to protect</p>

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	<p>and maintain their particular qualities. Differences in character and amenity are identified when classifying zones or areas for higher density residential development. The benefits of this policy will be evident in the creation of residential neighbourhoods that combine to provide high amenity living environments with high quality recreational reserves. The costs of this policy include the regulatory mechanisms required to ensure such an environment is created including District Plan provisions but also reserve acquisition, development and maintenance. The benefits of this policy not only to the developer (who will have a high quality residential product to market) but also to the residents of the new residential area as well as existing residents of Havelock North and the District (with access to two different recreational opportunities) will outweigh the costs associated with the implementation of this policy.</p>
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8.1.1.2 IONA SPECIAL CHARACTER ZONE POLICIES

Objective to which the policy relates ISCO1	
To create a unique residential environment that retains the special character and amenity values of the Iona Special Character Zone	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy ISCP1 <i>Identify and protect the features which make up the special character of the Iona Special Character Zone.</i></p>	<p>The attributes that distinguish the Zone from the surrounding District are: The Bull Hill landform, the ridge landforms to the south of Iona Road with valley areas of ponds and planted areas that create wildlife habitat and corridors and the existing mature trees within the Bull Hill neighbourhood particularly those planted in an avenue along an existing driveway. Existing mature tree plantings are encouraged to be retained through the provision of greater development density in key locations within the Zone.</p> <p>This policy seeks to ensure that these particular special features are protected from inappropriate subdivision and development. This policy is a fundamental aspect of achieving the appropriate residential development of this area, with the benefits of protecting the special character and amenity that these landscape features provide for future generations to enjoy. The retention of these features are key to the creation of a unique and special residential environment. The open space reserve areas (that encompass many of these features) will also provide recreational benefits for the local community not just those residing within the development area.</p> <p>The costs of this policy are that in retaining these special features, land available for development is reduced and in some neighbourhoods – such as the Iona Plateau – density of development is significantly restricted to ensure these landscape values are retained.</p> <p>This policy will be effective as it ensures that the features which contribute to the special character of the area are protected and as such will contribute to the creation of a unique residential environment. The policy is efficient as the benefits of retaining character outweigh the costs of a reduction in yield in certain parts of the growth area.</p>

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<p>Policy ISCP2 <i>Identify distinct neighbourhoods within which appropriate subdivision and development will maintain the special character and amenity of the area while creating a range of high quality living environments.</i></p>	<p>The topography of the area as well as the protection mechanisms (the open space reserve areas) that retain the unique ridgeline features which give the zone its special character have created three distinctive neighbourhood areas. Each neighbourhood requires a different response to development in order to retain the special character and amenity values that are highly valued by the community as this area transitions to an urban residential area. The three neighbourhood areas comprise:</p> <ul style="list-style-type: none">• The Bull Hill neighbourhood• The Iona Terraces neighbourhood• The Iona Plateau neighbourhood <p>The Iona Special Character Zone (and Bull Hill neighbourhood overlay) adjoins the existing Havelock North suburban area at its northeastern end. The Bull Hill neighbourhood encompasses the flat triangle shaped land and the Bull Hill feature. This neighbourhood rises gently to the Iona Terraces neighbourhood on the southern side of Iona Road and at its south-western end adjoins the proposed public open space area and beyond that the Havelock North Rural Residential Zone.</p> <p>Stapleford Park (an existing development of 8 dwellings) is located on the Middle Road edge of the Bull Hill neighbourhood.</p> <p>The Bull Hill and avenue of existing mature trees are the central features of this area and provide its special character. The Bull Hill will form a central open space area for this neighbourhood providing a green space for play and recreation as well as stormwater detention.</p> <p>The provisions of the Bull Hill neighbourhood seek to allow a range of section sizes to suit different household types and recognise the character of the adjacent zones on Iona and Middle Road. Given its generally flat topography and that it is contiguous with the existing suburban area of Havelock North, this neighbourhood provides for development at higher densities relative to the other neighbourhoods within the Zone.</p>
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	<p>The Iona Terrace neighbourhood area coincides with the change in topography as the land rises up the hill from Iona Road. One of the important features of this area is the prominent ridge that runs south east from Iona Road towards Lane Road. The retention of the ridge as an area of open space provides a good transition between the more intensive Bull Hill neighbourhood and the lower density Iona Plateau. The provisions associated with the Iona Terraces neighbourhood recognise this transition and also the adjoining Rural Residential Zone on Lane Road with its high levels of amenity.</p> <p>The Iona Plateau Neighbourhood is located at the highest elevation within the Iona Special Character Zone. This neighbourhood provides another residential low density living opportunity within the defined urban growth boundaries. It serves as a transition between higher density residential areas and the established Havelock North Rural Residential Zone.</p> <p>In this neighbourhood, a masterplan has been prepared and will be implemented through rules in the District Plan. The plan results in a fixed lot layout and building platforms with a maximum of twenty residential properties, single storey building restrictions for some lots; earthworks restricted to forming building platforms and the spine road, extensive planting at subdivision (if not prior) and the inclusion of vegetation control and 'no build' areas. The purpose of the Masterplan for this area is to limit development to ensure that any potential adverse effects that may occur in this higher and visually sensitive part of the Zone can be appropriately managed.</p> <p>The benefits of this policy include the ability to impose development controls that ensure the appropriate development of each individual neighbourhood and enable a range of approaches – a more flexible approach in the Bull Hill neighbourhood through to a much more prescriptive approach in the Iona Plateau, which is the most visually sensitive environment. The variety of approaches that are enabled by splitting the zone into 3 neighbourhoods promotes innovation in subdivision design and ensures that the residential environment that results is the antithesis of a cookie-cutter approach (a matter which the community wished to avoid in new urban development areas in the future).</p> <p>The costs of this policy include additional consent and consultant costs for subdivision development as a result of a more complex Zone arrangement. However, this is reduced somewhat when you</p>
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consider that the Masterplan for the Iona Plateau is in effect the subdivision and development plan for this area. Development of the Iona Plateau is locked in as a consequence of this masterplan which on one hand provides certainty and on the other means that any changes required to this plan need to be approval through a consent application creating time and cost delays. However, this area contributes only a small portion of the overall yield of the urban growth area (some 5%) reducing the impact of these additional costs.

This policy is considered to be effective in creating variety and special character and therefore will enable ISCO1 to be met. The benefits of this policy outweigh the potential additional costs and time delays for processing consent applications for subdivision as the resulting residential environment will create a special place to live. Thus making this policy efficient.

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Objective to which the policy relates ISCO2	
To provide for and encourage new and innovative forms of residential development that respond to this unique environment and will add value to the surrounding existing residential area creating a high quality residential environment for all residents	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy ISCP3 <i>Provide for a range of development options within the Zone including comprehensive residential development, in appropriate locations, to ensure there is variation in house types and section sizes.</i></p>	<p>Variation in site size allows for greater variation in the size and types of houses being built. Different house types appeal to a range of households creating a more diverse community. Comprehensive Residential Development (integrated development of 3 or more dwellings on sites between 250m² – 500m²) is provided for and encouraged in the Bull Hill neighbourhood where it is most appropriate and the effects of such higher density housing can be internalized.</p> <p>Allowing a finite number of smaller sites within Areas A, B and C of the Iona Terraces neighbourhood also promotes different housing typologies and seeks to create character rather than a uniform street of single detached homes.</p> <p>This policy works together with Policy ISCP2 to allow different minimum site size rules in each neighbourhood based on its specific ability to accommodate density and the need to manage effects on the environment and in particular on the amenity of the adjoining rural residential and Plains zones .</p> <p>The benefits of this policy include the encouragement of development to be respectful of the environment in which it is located and respond to its special character, promoting variety to create a distinctive new urban development residential character that is different to that of previous new urban development areas.</p> <p>The costs of the policy are that such development may require consent applications which could reduce the incentive for innovative development occurring. However there needs to be a balance between providing the encouragement and flexibility to undertake innovative and creative development while providing certainty of achieving and maintaining a high quality residential environment.</p> <p>It is considered that this policy is an effective and efficient means of achieving ISCO2.</p>

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<p>Policy ISCP4 <i>Ensure District Plan standards and assessment criteria are reflective of urban design principles and seek to encourage development that meets the 7 C's in the NZ urban design protocol in order to create and maintain a high quality residential environment.</i></p>	<p>Encouraging new forms of development mean that the principles of urban design are tested to ensure greater yield. These fundamentals need to be assessed in order to ensure quality living environments result. As the size of sites get smaller the minutiae of development becomes more important.</p> <p>Fences, driveways and how a house addresses the street frontage and impacts on privacy are aspects that contribute to the creation a high quality residential environment. These elements can be addressed through District Plan standards and/or design guidelines outlining best practice options (such as the residential fencing guide). Urban design assessment at subdivision stage is also valuable in determining whether the subdivision layout proposed is appropriate and whether this will assist in achieving urban design principles particularly in respect of smaller sites.</p> <p>The benefits of this policy include the promotion of a high quality baseline level for residential living environments which is responsive to the special character and landscape values of each of the individual neighbourhoods.</p> <p>The costs of the policy are that if these baseline standards and principles are not met consent will be required or proposals will need to be modified to meet these standards. Costs and time delays will occur as a result.</p> <p>The policy is both effective and efficient in achieving ISCO2 in that a baseline standard for residential living within each of the specific neighbourhood areas will be met with minimal costs providing certainty of that a high quality residential environment will be created and maintained.</p>
<p>Objective to which the policy relates ISCO3</p>	
<p>To ensure that the development provisions that shape the Iona Special Character Zone seek to use land efficiently while creating a high quality residential community.</p>	
<p>Policy most appropriate to achieve the objective</p>	<p>Benefits / costs/Efficiency / Effectiveness</p>
<p>Policy ISCP5 <i>Identify development densities that reflect and enable the retention of the special character and amenity of each</i></p>	<p>There is a need to achieve a balance between retaining special character and amenity values of an area or neighbourhood with the need to use land as efficiently as possible in accordance with the Hawkes Bay Regional Policy Statement. However, it is noted that in the Iona Plateau and Iona</p>

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<p><i>particular neighbourhood while striving, across the zone, to achieve land use efficiency and the targets set under the Heretaunga Plains Urban Development strategy and Hawkes Bay Regional Policy Statement. At the same time meeting total capacity target for the Iona Structure Plan area in order to fulfil the requirements set by the Minister for the Environment as part of the Streamlined Planning Process.</i></p>	<p>Terraces neighbourhoods there is a specific policy direction that elevates amenity and landscape considerations over land use efficiency and as such it is acknowledged that these targets will not be met individually in these particular neighbourhoods. The benefits of this policy are that land is developed and utilized as efficiently as the particular special character and amenity considerations of each neighbourhood area allow and thereby will create 3 distinct but high quality and unique residential environments relative to these.</p> <p>The costs of this policy are that neither special character and amenity nor land use efficiency predominate over the entire area – it is a finely balanced equation that results in a continuum of development – from greater yields and flexibility in the Bull Hill neighbourhood (where the primary special character features are protected through a reserve and an existing tree lined driveway) to lower yields and a fixed development plan in the Iona Plateau in order to protect and maintain character.</p> <p>This policy in combination with policies ISCP1, 2 and 3 is considered to be effective in achieving an appropriate balance of land use efficiency and protection of character and amenity to create a high quality residential environment as outlined in objective ISCO3. This policy is considered efficient in that the benefits outlined above outweigh the costs.</p>
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Objective to which the policy relates ISCO4	
To protect people, property and infrastructure from the adverse effects of stormwater runoff.	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy ISCP6 <i>Ensure that all stormwater runoff that has the potential to create ponding or flooding effects beyond predevelopment levels will be attenuated on site.</i></p>	<p>New development increases the area of a site that is covered by impervious surfaces and decreases soakage and infiltration of rainwater. This increases the rate of stormwater runoff. The Council's stormwater system is only designed to accommodate a certain rate of stormwater runoff and if this is exceeded, flooding may occur in local streams or on downstream properties. On site attenuation slows the rate of discharge to the Council stormwater system and therefore reduces the potential for flooding or ponding. This policy of achieving stormwater neutrality for the Iona Special Character Zone will ensure that there are no adverse effects on downstream properties and that the stormwater infrastructure is designed to accommodate the level of development proposed. The policy places the onus on the developer of the land to ensure that any adverse effects of such development are sufficiently mitigated. The costs of this policy include the engineering consultant costs as well as land costs and construction costs of stormwater detention ponds and other infrastructure needed to ensure the management of stormwater meets this policy. This policy is effective in achieving objective ISCO4 and the need to protect people, property and infrastructure from the adverse effects of flooding as it will require any additional stormwater generated by the development of the site to be attenuated and slowly released meaning that the level of stormwater runoff from the site will remain the same as it is pre-development. This is an efficient policy to achieve objective ISCO4 as the benefits of protecting people and property outweigh the costs of achieving attenuation.</p>

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Objective to which the policy relates ISCO5	
To ensure that the Zone provides a defensible urban boundary for the north eastern and south western edge of the Havelock North residential area.	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy ISCP7 <i>Ensure that the physical boundaries of the Iona Special Character Zone clearly mark the edge of the urban area and provide a robust defense against applications for urban subdivision and development outside these boundaries that are not identified within the Hawkes Bay Regional Policy Statement for greenfield urban development.</i></p>	<p>Middle Road and the public open space area provide definitive boundaries to the urban area along the north-west and southern boundaries of the Zone. The north-eastern boundary of the Zone abuts the Havelock North Rural Residential Zone with Lane Road. While this area was included in the Hawkes Bay Regional Policy Statement (RPS) as an appropriate greenfield area, it has not been included in the rezoning area as the special character of this area, particularly the entrance to Lane Road, would be significantly eroded if further subdivision and development were able to occur. This policy seeks to ensure an integrated and planned approach to urban development that results in a compact urban settlement pattern that protects the versatile soils of the Heretaunga Plains in line with the objectives and policies of the RPS. The costs of this policy include policy development and regulatory costs to enable areas not identified in the RPS to be considered for subdivision and development in the future. A rigorous process is required to include any new area outside the RPS. The policy is efficient as the benefits of an integrated and planned approach to development along with the protection of the finite versatile soil resources outweigh the policy development costs associated with changing the RPS.</p>

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Objective to which the policy relates ISCO6	
Non-residential activities are provided for within the zone where these are appropriate and in a manner that avoids, remedies or mitigates adverse effects of such activities on the Zone.	
Policy most appropriate to achieve the objective	Benefits / costs/Efficiency / Effectiveness
<p>Policy ISCP8 <i>Limit the type, scale and intensity of non-residential activities as appropriate within each neighbourhood to ensure that adverse effects can be managed such that the special characteristics of the zone are not adversely affected.</i></p>	<p>Non-residential activities have the potential to impact on the residential amenity and special character of the zone. Limiting the type and scale of activities is important to ensure the zone becomes a desirable residential area with high amenity and recreational values. This policy along with ISCP2 enables a tailored approach to non-residential activities within each neighbourhood area meaning that opportunities are afforded in the Bull Hill neighbourhood which has some scope to accommodate small scale activities provided their design and location do not impact adversely on the special character features and high amenity values that are sought to be created within the neighbourhood. The Iona Terraces and Iona Plateau neighbourhoods have significantly less scope to accommodate non-residential activities because these environments are much more sensitive and visible without the ability to internalize any adverse effects. The costs of this policy include regulatory costs associated with consenting to ensure that activities are appropriate and their effects are suitably managed to ensure the special character and amenity of the Zone is not adversely affected. This policy is an effective and efficient means of achieving objective ISCO6 in that it allows development to be appropriately managed with respect to the specific environments in which they are proposed to be located.</p>

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8.1.1.3 BULL HILL OBJECTIVES: HOW THEY MEET PART II OF THE RESOURCE MANAGEMENT ACT 1991

OBJECTIVES	PART II OF THE RESOURCE MANAGEMENT ACT
<p>OBJECTIVE BHO1</p> <p>To ensure that new development retains and enhances the existing special character features of the Bull Hill neighbourhood and that the level of amenity created within this new neighbourhood is complementary to the existing adjoining suburban residential and rural residential areas</p>	<p>Objective BHO1 achieves the purpose of the Act by promoting the sustainable management of the natural resource of the Bull Hill Neighbourhood (Section 5(1)). Sustainable management is promoted by supporting the use and development of this land resource in a way which enables the community to provide for their social, economic and cultural wellbeing (Section 5(2)), which is consistent with the higher order statutory planning document the Regional Policy Statement. This is achieved through the protection of the special features (primarily the bull hill and avenue of mature trees) of the neighbourhood while allowing development to occur in the remainder of the area. Existing amenity levels are proposed to be maintained through the provision of development at the same scale and intensity as the existing Havelock North Character Residential Zone where sites in the development area are created adjoining or opposite existing lower density zones. Where sites created are internal to the new Zone, greater flexibility is provided to encourage innovation and variety in development type and form and where the impacts of higher density developments can be internalized and mitigated.</p> <p>In terms of the remaining matters under Part 2 there are no matters of national importance under Section 6, but the objective will also help to achieve the following matters to be given particular regard to under Section 7(c) <i>“the maintenance and enhancement of amenity values”</i> and (f) <i>“maintenance and enhancement of the quality of the environment”</i> of the Act. The density of development and rules that are intended to be applied to this neighbourhood are based the desire to ensure new development is compatible with and maintains the amenity values of existing suburban, rural residential and plains areas surrounding the Bull Hill neighbourhood. The provisions also seek to create an environment that establishes a new character and benchmark for new urban development areas - one that utilizes the special features and natural attributes of the existing area and incorporates these into the development, thereby retaining and enhancing the quality of the environment.</p>

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<p>OBJECTIVE BHO2</p> <p>To promote the efficient use of the residential land resource to ensure that the capacity for development set for the Iona Structure Plan Area by the Minister for the Environment within the Streamlined Planning Process can be met.</p>	<p>Objective BHO2 achieves the purpose of the Act by promoting the sustainable management of the Bull Hill environment (Sec 5(1)). This objective promotes the efficient development of the land for residential housing and hence enables the owners of this land to provide for their economic wellbeing while ensuring that future generations will benefit from the retention of the special features such as the Bull Hill recreation reserve established as part of the development of the land (Sec5(2)(a)).</p> <p>This objective is consistent with Section 5(2)(b) in that it will assist in safeguarding the life-supporting capacity of the versatile soils of the Heretaunga Plains by ensuring that urban development of the land resource is undertaken in an efficient manner relative to the special character and amenity of the neighbourhood. This objective assists in achieving the objectives and policies of the Hawkes Bay Regional Policy Statement and the National Policy Statement on Urban Development.</p> <p>In terms of the remaining matters under Part 2 there are no matters of national importance under Section 6, but the objective will also help to achieve the following matters to be given particular regard to under Section 7 (b) “the efficient use and development of natural and physical resources”.</p>
<p>OBJECTIVE BHO3</p> <p>To provide for appropriate non-residential activities that will service the new residential area and help to create a sense of place while maintaining the area’s special character and residential amenity values.</p>	<p>This objective meets part 2 of the Act by allowing people and communities to provide for their social, economic and cultural well-being in developing and operating non-residential activities within the Bull Hill neighbourhood in a manner that avoids, remedies or mitigate the adverse effects of such activities (Section 5(2)(c)) and ensures the retention of special character which maintains amenity values and the quality of the environment (Sec7(c) and (f)).</p>

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8.1.1.4 Bull Hill Policies

Objective to which Policy Relates – BHO1

To ensure that new development retains and enhances the existing special character features of the Bull Hill neighbourhood and that the level of amenity created within this new neighbourhood is complementary to the existing adjoining suburban residential and rural residential areas.

Policies most appropriate to achieve the objectives

Benefits /Costs / Efficiency / Effectiveness

POLICY BHP1

Identify areas where site sizes should be similar to adjoining existing development to provide certainty of the maintenance of existing amenity values for residents.

Where new sites adjoin or are located opposite sites zoned Plains Production, Havelock North Rural Residential Zone or the Havelock North Character Residential Zone, minimum site sizes of 700m² will be required to complement existing site sizes of these lower density zones. The benefits of this policy include the provision of certainty to neighbouring landowners in lower density zones that site sizes will be of a certain size and that reflects the minimum of the adjoining Havelock North Character Residential Zone. Providing certainty in respect of site size is a key component of maintaining existing amenity levels for residents. However as a consequence of this policy the development yield achievable along the edge of the Bull Hill neighbourhood is reduced, meaning that within the remaining areas of the Bull Hill neighbourhood development density will need be higher to achieve the minimum density in policy BHP4. This policy is effective in retaining existing amenity values of surrounding zones, the benefits of which outweigh the costs.

POLICY BHP2

Identify existing amenity tree plantings that are to be retained in order to maintain the special character and amenity values of this area

Existing avenues or stands of mature trees have been identified on the Structure Plan (Appendix 13A Figure 2) as a key component of the existing character of this area. Any development should be designed around these features to ensure their continued growth and retention. Significant consultation and discussion with the local community has identified the features of this neighbourhood that contribute to its special character. Mature trees provide an area with an established character and will significantly contribute to enhancing the amenity values of the Bull Hill neighbourhood as development occurs. The costs of this policy include the need to design the layout of new roads and associated land subdivision around the existing avenue of trees which may create inefficiencies in land use (a reduction in section yield) or unusually shaped sections. However, the flexibility that is afforded to development in this area in respect of how the overall density levels are achieved (BHP4 and BHP5) will offset any potential reduction in section yield that may result from the retention of the avenue of trees.

The policy may also have additional costs associated with ensuring the trees are retained and protected during bulk earthwork operations, additional surveying costs in developing subdivision options that incorporate the treed venue and potential regulatory costs associated with implementation of the policy. While there are a number of costs, these are

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	<p>outweighed by the primary objective of the Zone to retain existing features that contribute to the special character of each particular neighbourhood and to ensure that existing amenity values of the surrounding area are maintained. It is considered that this policy is an efficient and effects means of achieving objective BHO1.</p>
<p>POLICY BHP3 <i>Ensure that District Plan provisions control overall site development in order to create a high quality living environment to maintain the existing amenity values of the surrounding area</i></p>	<p>The purpose of the combined bulk and location controls is to ensure a high quality living environment for residents within the new urban development area and also to maintain existing amenity levels of those sites located in other Zones that adjoin the new area. The cumulative effects of development control infringements have the potential to erode the amenity values of residential areas and can impact on people’s quality of life. Therefore it is important to have a group of controls (height, building setback (yards), and site coverage) that set the benchmark for attaining an appropriate level of residential amenity. This policy provides significant benefits in giving landowners certainty in respect of the amenity levels sought to be achieved in this area. Site coverage is also an important control in terms of stormwater considerations and will assist in achieving the stormwater neutrality objective for the development area.</p> <p>The costs of this policy include limiting the design and location of dwellings on sites and potentially contributing to limiting the overall section yield. This policy is an effective means of maintaining amenity and therefore achieving objective BHO1. It is efficient in that the benefits of development control provisions clearly outweigh the costs.</p>

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Objective to which Policy Relates – BHO2	
<p>To promote the efficient use of the residential land resource to ensure that the capacity for development set for the Iona Structure Plan Area by the Minister for the Environment within the Streamlined Planning Process can be met.</p>	
Policies most appropriate to achieve the objectives	Benefits /Costs / Efficiency / Effectiveness
<p>POLICY BHP4 <i>Require a minimum residential density to be met within the Bull Hill Neighbourhood area. Require a minimum residential density to be met within the Bull Hill Neighbourhood area.</i></p>	<p>Setting a minimum residential density to be achieved across the whole Bull Hill neighbourhood will ensure that the majority of development within the Iona Special Character Zone occurs within this area taking advantage of land that is contiguous with the existing residential area, is of relatively flat topography and land that can internalise the impacts of greater density levels. This policy also ensures consistency with the RPS density targets for greenfield growth areas. The ability of the Bull Hill neighbourhood to accommodate greater levels of density relative to other areas within the Iona Urban Growth Area and in particular the Iona Special Character Zone is a key component of ensuring that the capacity for development set by Minister can be achieved. This policy also ensures an efficient use of the residential land resource. The costs of setting a minimum density level include the impacts on the amenity values of the adjoining lower density zones (Havelock North Character Residential, Rural Residential and Plains Residential) – although this is addressed in the provisions to ensure site sizes adjoining or opposite these zones are a minimum of 700m². Other costs include the potential perception that higher density equals lower amenity, costs associated with the need for greater infrastructure requirements to accommodate a greater density level including stormwater runoff. This policy also has potential to impact on the community desire to create a spaciousness within the Bull Hill neighbourhood. This Policy will be effective in achieving objective BHO2 in that it will ensure an efficient use of the land resource by requiring a minimum density across the neighbourhood as a whole. It is considered to be an efficient policy as some of the costs associated with the policy can be alleviated through other district plan controls (ensuring greater density is located internal to the development area, retaining existing mature trees where possible and provisions to assist in the achievement of high levels of amenity). The benefits of accommodating density in an area that has an easy topography for development and that can mitigate the adverse effects of greater density levels outweigh the costs of the policy.</p>
<p>POLICY BHP5 <i>Allow for flexibility in how the density of development is achieved in the Bull Hill Neighbourhood Area while setting a maximum residential density requirement to be met.</i></p>	<p>Allowing flexibility in achieving density creates opportunities for innovation and variety. While a maximum density requirement provides certainty that development density will not become inappropriate. The benefits of this policy include the ability to achieve greater density in different parts of the Bull Hill neighbourhood where smaller site sizes can be offset by the close proximity of the reserve areas or gain additional amenity from being located within the existing avenue of mature trees. This flexibility also seeks to achieve variety in subdivision design rather than a uniform and segregated approach to density. Another benefit of setting a maximum density level across the whole neighbourhood is achieving</p>

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	<p>certainty that density will not become inappropriate and have adverse impacts on the amenity of the new residential area or surrounding residential areas. The costs associated with this policy include that there is less certainty of exactly where within the neighbourhood greater density will be accommodated (however assessment criteria will highlight appropriate locations within the neighbourhood). The provision of flexibility in achieving density reduces certainty for the community in how density will be designed and accommodated. However the maximum density requirement across the neighbourhood does ensure that on a neighbourhood basis any increased infrastructure capacity can be planned for. It is considered that the benefits of a more flexible approach to the achievement of density (innovation and creativity in subdivision and development design, resulting in variety in section size and housing type) will assist in creating a new residential character for new urban development areas while ensuring that the overall density of development is appropriate and maintains the special character of the area and the amenity values of adjoining zones. As such the benefits of the policy ensure that it is efficient and effective in achieving objective BHO2. Ensuring that the regulatory framework allows for and encourages this type of development provides for</p>
<p>POLICY BHP6 <i>Provide opportunities for Comprehensive Residential Developments in appropriate locations within the Bull Hill neighbourhood.</i></p>	<p>Vacant greenfield land provides a unique opportunity to develop land for compact house types without the constraints that exist within an existing residential suburb or area. In order to change the perception of higher density living, there is a need to provide opportunities to showcase high quality compact housing that is designed comprehensively and desirably located. In this neighbourhood, appropriate locations include those that are opposite amenity tree plantings or public open space areas in order to provide these developments with an additional source of amenity and recreational space to offset their smaller section sizes. There is also potential to further offset the high density of any such development with the retention of existing mature trees beyond those identified on the Structure Plan. The benefits of this policy also include the encouragement of this development type as a means of achieving an efficient use of the land resource within this neighbourhood and thereby achieving objective BHO2. The costs of this policy include costs of additional infrastructure to accommodate developments that achieve greater densities, and regulatory costs associated with providing for such developments (although this is in effect a means of ensuring amenity values are maintained). There is also the potential that the opportunity to undertake these type of developments will not be taken up by landowners and developers. As a consequence the urban design and land use efficiency benefits of an integrated approach to the development of smaller site sizes may not be realized. However, the benefits of enabling this development type to occur are considered to outweigh the costs particularly in respect of achieving land use efficiency.</p>
<p>POLICY BHP7 <i>Ensure comprehensive residential developments demonstrate good urban design principles and positively contribute to the creation of a high quality</i></p>	<p>Provision of an urban design assessment will be a requirement for comprehensive residential developments to ensure that the design of such developments will create a high quality living environment and contribute to the overall pleasantness and character of the Bull Hill neighbourhood. This is a key component in changing perceptions of the amenity values associated with higher density living and will be essential in encouraging landowners and developers to undertake this</p>

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living environment within the Bull Hill neighbourhood by requiring an assessment of such proposals by qualified urban design specialists as part of the resource consent process.

development type in infill development situations within existing urban areas as the Council transitions to meet the intensification targets set within the RPS. The costs of this policy include the actual cost of the assessment by a qualified urban design specialist and the additional time requirements that this places on the regulatory application process for any subdivision and/or development. This policy is effective and efficient in achieving Objective BHO2 as it assists in providing high quality residential environments that use land in an efficient manner. It also provides certainty to landowners, and the community in general that the development capacity can be achieved while ensuring the creation of a high quality residential environment.

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Objective to which Policy Relates – BHO3	
To provide for appropriate non-residential activities that will service the new residential area and help to create a sense of place while maintaining the area’s special character and residential amenity values.	
Policies most appropriate to achieve the objectives	Benefits /Costs / Efficiency / Effectiveness
<p>POLICY BHP8 <i>Provide for a small-scale café and/or dairy activity in a specific location within the Bull Hill Neighbourhood and identified as a commercial node on the Iona Structure Plan.</i></p>	<p>A site of 400m² located opposite the Bull Hill Open Space area has been identified specifically for a small-scale dairy and/or café activity. The convenience of a small dairy or café / food store opposite this open space reserve and proposed playground is considered a desirable addition for this new residential area. Such an activity would complement the residential nature of the area and provide for a greater sense of community in conjunction with recreation activities on the reserve opposite. The benefits of this policy include providing certainty around the location, nature and scale of the café/dairy activity. It also provides a clear statutory direction for any potential resource consent applicants.</p> <p>The costs associated with the policy include the potential yield reduction of 1 residential section to accommodate such an activity (however the option to develop this land for residential purposes is also retained within the provisions). There are also costs associated with a perception that such an activity would impact on the existing amenity values of the neighbouring rural residential area as a result of an increase in traffic from people out of the area visiting the café or dairy activity. Traffic travelling from outside the area may be generated as a result of the recreational use of the reserves and playground in the area and people may consequentially use the dairy / café activity. However, the small scale of the activity (50m² gross floor area plus 50m² of outside dining area) will ensure any traffic or other effects arising from the activity can be managed. Given the small scale of the activity and the proximity of the Havelock North Village Centre to the majority of residential properties in Havelock North as well as the far greater amenities that this commercial area offers, it is considered that a small café/food store in this location would not draw a significant amount of traffic to and through the area.</p> <p>The costs associated with a reduction in yield in this area can be off-set through the flexibility of the density provisions across the Bull Hill neighbourhood and that any adverse effects of such an activity can be managed through conditions of consent to ensure the amenity of the surrounding existing zones can be maintained. As such it is considered that this policy appropriately gives effect to objective BHO3 in an efficient manner. The policy is an efficient means of achieving objective BHO1 as the benefits of providing a small scale dairy or café in terms creating a sense of character for this new residential area that contributes to achieving a high quality residential environment are greater than the potential costs which can be effectively managed through a regulatory process.</p>

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<p>POLICY BHP9 <i>Control the type, scale, and intensity of commercial activity able to establish within the commercial node through District Plan provisions that ensure activities are sensitive to the existing special character features and residential amenity values sought to be achieved within the neighbourhood and Zone as a whole.</i></p>	<p>Compliance with a set of specific standards will ensure that any café or dairy activity is of a suitable size and scale. The requirement for a resource consent process to consider the design and external appearance of any proposed commercial building in this location assists in maintaining a residential scale and appearance to any commercial development within the area. This policy will ensure that site development of the commercial node is complimentary to adjoining residential activities and sympathetic to the character and amenity of this new residential area. The costs of this policy include placing limitations on the design and external appearance of proposed commercial buildings and the nature and scale of commercial activities, and the financial costs associated with applications for resource consent to establish commercial activity.</p> <p>This policy will be effective in managing the impact and scale of commercial activity in this location such that the special character and residential amenity of the zone and neighbourhood will be upheld.</p>
<p>POLICY BHP10 <i>Require resource consent for other non-residential activities such as early childcare centres, homes for the aged, and places of assembly, health care centres, and emergency services facilities. Applications for these activities shall be considered on a case by case basis taking into account the special characteristics of the neighbourhood and its primary purpose in the supply of residential land to meet the current needs of the District.</i></p>	<p>This policy provides benefits in setting a strong regulatory position for the consideration of any resource consent applications for non-residential activities in the Bull Hill neighbourhood. It ensures that applications to establish any of these non-residential activities are assessed in terms of their proposed scale, intensity, site size, and location and will also ensure that any cumulative effects within the neighbourhood can be appropriately managed such that activities will not undermine the special character or high quality residential environment sought to be achieved. The costs include those financial costs associated with the preparation of applications for resource consent and the time and costs associated with the processing of any resource consent applications. Other costs include the potential for land earmarked for residential purposes to be taken up by activities that are not residential in nature, reducing the residential land supply available. The policy is effective in achieving objective BHO3 as it provides for non-residential activities to be established as long as there is sufficient justification for their location within a residential area and their effects do not detract from the special character or amenity values of the neighbourhood.</p>

8.1.1.5 Iona Terraces Objectives

<p>The table below provides an evaluation of the Iona Terraces Neighbourhood Objectives and how they meet Part 2 of the Resource Management Act</p>	<p>PART II OF THE RESOURCE MANAGEMENT ACT</p>
<p>OBJECTIVE ITO1 To ensure that the level of amenity associated with the Iona Terraces Neighbourhood is complementary to the adjoining Havelock North Rural Residential Zone.</p>	<p>Objective ITO1 achieves the purpose of the Act by promoting the sustainable management of the natural resource of the Havelock North Hills. It also achieves sustainable management by supporting the use and development of this land resource in a way which enables the community to provide for their social, economic and cultural wellbeing through the provision of new building sites while mitigating the adverse effects of the development on the environment, including the adjoining rural residential zone.</p>

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	<p>In terms of the remaining matters under Part 2 there are no matters of national importance under Section 6 but the objective will also help to achieve the following matters to be given particular regard to under section 7 of the Act:</p> <p><i>(c) the maintenance and enhancement of amenity values</i> – the densities and rules that have been applied to the proposed development are those that will maintain amenity and be complementary to those of the adjoining rural residential zone.</p> <p><i>(f) maintenance and enhancement of the quality of the environment.</i></p>
<p>OBJECTIVE ITO2</p> <p>To enable a diverse range of house types and section sizes that respect the landscape values.</p>	<p>Objective ITO2 achieves the purpose of the Resource Management Act by managing the use and development of the Iona land resource in such a way that a range of housing and section sizes is enabled. This assists in meeting the social and economic wellbeing of the community as it is an ageing community which requires a greater range of section and housing types.</p> <p>There are no matters of national importance that are required to be achieved but the objective will assist in achieving the following matters under section 7 of the Act:</p> <p><i>(b) the efficient use and development of natural and physical resources</i> – the land is located off the versatile soils of the Heretaunga Plains and works toward meeting density level targets set under the Heretaunga Plains Urban Development Strategy while recognising landscape values.</p> <p><i>(c) the maintenance and enhancement of amenity values</i> – the densities and rules that have been applied to the proposed development, and especially the decreasing density of the development as it progresses up the hill, are those that recognise the landscape values of the area.</p>
<p>OBJECTIVE ITO3</p> <p>The existing landscape character and amenity values of the adjoining Rural Residential Zone are retained and maintained.</p>	<p>Objective ITO3 achieves the purpose of the Act by promoting the sustainable management of the landscape resource. A significant portion of the Proposed Iona Terraces development area is located within the Rural Landscape Character Area, which recognises landscape values associated with the rural backdrop to the Te Mata hills and the higher landscape values that apply to the adjoining area. While the Rural Landscape Character overlay will be lifted from the Iona Residential Character zone as part of the variation it will remain over the adjoining rural residential zone and remains relevant as an effect to be considered on the properties within that zone.</p>

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	<p>There are no matters of national importance that are required to be achieved but the objective will assist in achieving the following matters under section 7 of the Act:</p> <p>(c) <i>the maintenance and enhancement of amenity values</i> – the density, minimum site sizes and setback rules for the Iona Terraces neighbourhood recognise the special landscape values of the adjoin rural residential zone.</p> <p>(f) <i>maintenance and enhancement of the quality of the environment.</i></p>
<p>Conclusion: The objectives for the Iona Terraces Neighbourhood seek to provide for much needed new housing sites within Havelock North while recognising the current landscape values that are associated with the Terraces neighbourhood and the adjoining Rural Residential Zone. Part of the land is located within the Rural Landscape Character Area. This landscape overlay has associative values with the Significant Landscape Character area, which in turn is supportive of the values associated with the Outstanding Landscapes of Te Mata Peak and Mt Erin. While the Rural Landscape Character overlay will removed as part of the rezoning process, the relationship of the proposed development to the landscape and amenity values of the adjoining zone is therefore important in achieving the purpose and principles of the RMA.</p>	

8.1.1.6 Iona Terraces Policies

OBJECTIVE TO WHICH POLICY RELATES - ITO1	
To ensure that the level of amenity associated with the Iona Terraces Neighbourhood is complementary to the adjoining Havelock North Rural Residential Zone	
Policies most appropriate to achieve the objectives	Benefits/Costs/Efficiency/Effectiveness
<p>Policy ITP1</p> <p><i>Provide a transition in lot sizes and densities between the Bull Hill neighbourhood and the Iona Plateau neighbourhood.</i></p>	<p>The proposed rezoning has unique characteristics in that it is sited on a variety of landforms ranging from a relatively flat landscape through slightly elevated land to hill country typical of the land surrounding the Heretaunga Plains.</p> <p>The benefit of this policy is that it provides clear regulatory direction that the lots sizes within the development should reflect the change in topography that takes place within the</p>

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	<p>development. The transition in lot sizes recognises both the existing landscape values and also those of the adjoining neighbourhoods within the development, and of the adjoining zone.</p> <p>The cost associated with this policy is the reduced number of lots that is able to be achieved by the developer.</p> <p>The policy is effective and efficient in achieving the objective as transitioning allows for greater densities closer to Iona Road where the amenity values are those associated with the Bull Hill development, with densities decreasing as the development adjoins both the Upper Plateau and the Rural Residential Zone. This maintains the visual and landscape amenity of these areas. The benefits outweigh the costs.</p>
<p>Policy ITP3</p> <p><i>Maintain and enhance the lower density residential character of this neighbourhood by controlling the height of buildings, site coverage and boundary setbacks.</i></p>	<p>The benefits of this policy is that it recognises the high level of amenity of the Havelock Hills environment and helps to meet Council's landscape guidelines set out in <i>"The Guide – Good Practice Landscape Guidelines for Subdivision and Development in the Hastings District 2005"</i>.</p> <p>Site coverage is an important aspect of the stormwater considerations of the site and will assist in achieving the stormwater neutrality objective for the site.</p> <p>The costs, include a reduction in the number of lots that may be achieved, and the limitations imposed on the design and location of the dwellings.</p> <p>This policy is efficient and effective in achieving the objective as the density of development is controlled by a number of factors. Section size is one method but controls over site coverage and building setbacks and height also assist in lowering density levels and achieving the transition between the higher densities in the lower sections of the development and lower density of the upper plateau.</p>

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<p>Policy ITP4</p> <p><i>Recognise the level of amenity of neighbouring rural residential sites through implementing larger minimum lot sizes for those lots immediately adjoining the Havelock North Rural Residential zone.</i></p>	<p>The benefits of this policy are those associated with reducing reverse sensitivity issues that are associated with the introduction of new zones. The adjoining lifestyle zone has high levels of amenity and this policy has the benefits of assisting to maintain that amenity.</p> <p>The costs associated with this policy are those associated with a reduced number of lots being able to be achieved from the development of the land.</p> <p>This policy is efficient and effective in meeting the objective as it will ensure that the amenity values of the adjoining rural residential zone are maintained by site sizes on adjoining properties being larger with greater building setbacks. The large lot sizes result in the sites achieving higher levels of amenity than those in other parts of the development.</p>
<p>Policy ITP5</p> <p><i>Provide pedestrian linkages between the residential lots and the reserve that incorporates the central ridgeline.</i></p>	<p>The benefits that accrue from this policy are the ability of the property owners to readily access the significant reserve that runs through the development. An active community and well utilised reserves are aims of the Council.</p> <p>The cost of this policy is the additional financial cost to the developer in providing the linkages.</p> <p>This policy is effective and efficient in meeting the objective as the central ridgeline reserve is an important amenity component of the proposed development and one that the Iona Working Group identified early in the structure plan process as being vital to retain. Connectivity is one of the principal design outcomes for the Urban Design Protocol of which the Council is a signatory and as such the policy is highly effective in meeting this outcome.</p>
<p>Policy ITP6</p> <p><i>Mitigate any potential significant adverse effects of buildings and activities on the community and the environment, with particular emphasis on</i></p>	<p>The benefits of this policy are that it gives clear direction that the scale of the development occurring on the Iona Terraces will be considered in the context of the high amenity values</p>

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<p><i>maintaining the character and amenity of the adjoining established Havelock North Rural Residential Zone.</i></p>	<p>adjoining Iona Plateau neighbourhood and the Havelock Rural Residential Zone.</p> <p>The costs associated with the policy are the lack of flexibility in land use and placing a regulatory requirement for resource consent for activities of a scale incompatible with the adjoining neighbourhood/zone. This is considered justifiable to ensure that the amenity of adjoining properties and landscape values are maintained.</p> <p>The policy is effective and efficient in meeting the objective as achieving a scale of development within the Iona Terraces neighbourhood that is complementary and appropriate to the landscape and the adjoining Rural Residential Zone is a primary objective for the development.</p>
<p>OBJECTIVE TO WHICH POLICY RELATES - ITO2</p>	
<p>To enable a diverse range of house types and section sizes that respect the landscape values.</p>	
<p>Policies most appropriate to achieve the objectives</p>	<p>Benefits/Costs/Efficiency/Effectiveness</p>
<p>Policy ITP7</p> <p><i>Provide for residential development that is innovative in its response to sloping topography and contributes positively to landscape values.</i></p>	<p>The benefits of this policy are that it responds directly to the changes in the topography of the site, allowing for densities that are higher at the lower (northern) end of the development then decrease to reflect the increasing slope and visibility of the development. It assists in maintaining the open space character of the Havelock Hills and the landscape values recognised in the Proposed District Plan.</p> <p>The costs of the Policy are those relating to the costs of development in providing for innovative design.</p>

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	<p>The policy is effective and efficient in meeting the objective for a diverse range of house types and sections sizes as it links development to the topography, which is itself diverse.</p>
<p>Policy ITP8</p> <p><i>Provide for a range of lot sizes to ensure that there is flexibility in the creation of lot sizes to enable landscape values to be recognised.</i></p>	<p>The Iona Terraces overlay comprises 4 different areas with different average lot sizes that recognise the transition between the Bull Hill Neighbourhood and the Plateau Neighbourhood.</p> <p>The benefits of this policy are that the landscape values of the Havelock Hills are recognised and maintained and that a range of lot sizes are created to cater for the demands of the differing age cohorts in the community.</p> <p>The costs associated with this policy are the financial costs to the developer associated with creating diversity within the development.</p> <p>The policy is efficient and effective in meeting the objective as the four separate areas recognise the landscape values while also providing for the most efficient use of the land through a transitioning of average lot sizes as the topography changes.</p>
<p>OBJECTIVE TO WHICH POLICY RELATES - ITO3</p>	
<p>The existing landscape character and amenity values of the adjoining Rural Residential Zone are retained and maintained.</p>	
<p>Policies most appropriate to achieve the objectives</p>	<p>Benefits/Costs/Efficiency/Effectiveness</p>
<p>Policy ITP9</p> <p><i>Mitigate any potential significant adverse effects of buildings and activities on the community and the environment, with particular emphasis on maintaining the character and amenity of the adjoining established Rural Residential Zone.</i></p>	<p>This policy has benefits in setting a strong regulatory position for the consideration of any resource consent applications applied for in the Iona Terraces Neighbourhood. The landscape values of the Havelock Hills are strongly guarded by the local community. The character and amenity of the adjoining Rural Residential Zone is an important baseline for the consideration of the effects of activities requiring resource consent within the Iona Terraces neighbourhood. Reverse</p>

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	<p>sensitivity is an important component in the application of this policy.</p> <p>The cost of the policy is the financial cost of mitigating the effects of activities to maintain the character and amenity.</p> <p>The policy is efficient and effective in meeting the objective as the benefits will outweigh the costs and will meet the outcomes sought by the wider community.</p>
<p>Policy ITP10</p> <p><i>Ensure that the physical boundaries of the Iona Terraces neighbourhood clearly mark the edge of the urban area, and maintains the special character of Lane Road and provides a robust defence against applications for urban subdivision and development outside these boundaries that are not identified within HPUDS for greenfield urban development.</i></p>	<p>One of the important issues arising through the urban design process for the Iona Structure Plan was maintaining the landscape character of the Lane Road and the Rural Residential zone and particularly the entrance to Lane Road that acts as a gateway to the Rural Residential Zone.</p> <p>This benefits of this policy is that it gives certainty to landowners within the Rural Residential Zone and clear statutory direction for any potential resource consent applicants.</p> <p>The costs associated with this policy relate to flexibility of land use.</p> <p>The policy is effective and efficient in meeting the objective as it provides certainty to land owners as to the boundaries of the Iona Terraces.</p>

8.1.1.7 Iona Plateau Objectives

The table below provides an evaluation of the Iona Plateau Neighbourhood Objectives and how they meet Part II of the Resource Management Act 1991:

OBJECTIVES	PART II OF THE RESOURCE MANAGEMENT ACT
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<p>OBJECTIVE IPO1</p> <p><i>A high standard of residential amenity within the Iona Plateau Neighbourhood.</i></p>	<p>Objective IPO1 achieves the purpose of the Act by promoting the sustainable management of the natural resource of the Iona Plateau Neighbourhood (Section 5(1), part of the lower Havelock North hills environment. Sustainable management is promoted by supporting the use and development of this land resource in a way which enables the community to provide for their social, economic and cultural wellbeing (Section 5(2)), which is consistent with the higher order statutory planning document the Regional Policy Statement. This is achieved through the provision of a restricted number of new lots, which are landscape responsive, while mitigating the adverse effects of the development on the environment.</p> <p>In terms of the remaining matters under Part 2 there are no matters of national importance under Section 6, but the objective will also help to achieve the following matters to be given particular regard to under Section 7(c) <i>“the maintenance and enhancement of amenity values”</i> and (f) <i>“maintenance and enhancement of the quality of the environment”</i> of the Act. The density of development and rules that are intended to be applied to this neighbourhood are based on the sympathetic placement or location of building platforms and reducing the visual impact of buildings on the landscape.</p>
<p>OBJECTIVE IPO2</p> <p><i>The existing landscape character and amenity values of the adjoining Rural Residential Zone are retained and maintained.</i></p>	<p>Those Rural Residential zoned properties that adjoin the site have high amenity values with low density housing, which contributes to its sense of openness and lifestyle choice of the residents. Maintaining landscape character and amenity values for these existing properties has been a significant consideration in the work undertaken by the Iona Working Group. Objective IPO3 achieves the purpose of the Act by avoiding, remedying or mitigating adverse effects of activities on the environment, created through the rezoning of this land for more intensive residential purposes.</p> <p>There are no matters of national importance under Section 6, but the objective will also help to achieve the following matters to be given particular regard to under Section 7(c):</p> <p><i>(c) the maintenance and enhancement of amenity values; and</i></p> <p><i>(f) maintenance and enhancement of the quality of the environment.</i></p>
<p>OBJECTIVE IPO3</p> <p><i>Ensure the predominant land uses are residential and where appropriate commercial activities, to protect the character and amenity of residential environs.</i></p>	<p>Objective IPO3 achieves the purpose of the Act, as non-residential activities have the potential to impact on the residential amenity and special character of the zone. Limiting the type and scale of activities is important to ensure the zone becomes a desirable residential area with high amenity values.</p> <p>There are no matters of national importance under Section 6, but the objective will also help to achieve the following matters to be given particular regard to under Section 7(c):</p> <p><i>(c) the maintenance and enhancement of amenity values; and</i></p>

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(f) maintenance and enhancement of the quality of the environment.

Conclusion: The objectives for the Iona Plateau Neighbourhood (an overlay of the Iona Special Character Zone), ensure that any resultant development is sympathetic to the landscape qualities of this environment, including on those adjoining established Rural Residential properties. Taking into account the above, Council considers that the objectives for this neighbourhood are the most appropriate to achieve the purpose of the Act.

8.1.1.8 Iona Plateau Policies

Objective to which Policy Relates – IPO1

A high standard of residential amenity within the Iona Plateau Neighbourhood.

Policies most appropriate to achieve the objectives

Benefits /Costs / Efficiency / Effectiveness

POLICY IPP1

Maintain landscape qualities, character and amenity through the adoption and implementation of a masterplan for the Iona Plateau Neighbourhood by setting lot configuration, minimum density, building location and landscaping standards so that open space, natural and rural residential qualities are not reduced.

The benefit of this policy is that it requires future development and management of the area to be undertaken in accordance with a masterplan. A masterplan has been prepared for the Iona Plateau neighbourhood which takes into account the topography and shape of the landform and allows for building platform placement that is complementary to the surrounding environment. The plan results in a fixed lot layout and building platforms with a maximum of twenty residential properties, single storey building restrictions for some lots; development placement which results in reduced volumes of earthworks, extensive planting at subdivision (ideally prior) and the inclusion of no build, earthworks and planting area. While allowing the effects to be appropriately managed, it has the added benefit of adjoining property owners being able to envisage the location of development on this part of the rezoning area. This all ensures the creation of a high amenity area with very low density housing, so effects are appropriately managed and the unique values associated with the area are respected and maintained.

The cost associated with this policy approach is that it will limit the development opportunities of further residential lots, however it is considered that this could detract from the area and environmental effects result. Such costs are however considered to be justified and appropriate in achieving the objectives which in turn achieve the purpose of the RMA as demonstrated above.

This policy is therefore considered appropriate and the most efficient and effective way of meeting the above objective as the benefits will outweigh the costs.

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<p>POLICY IPP2 <i>Manage residential character and high amenity values by avoiding further subdivision of the Iona Plateau Neighbourhood.</i></p>	<p>Standards are included in the District Plan which ensure subdivision is in accordance with the Iona Plateau Masterplan. Subdivision creates the legal mechanism for which land use occurs, creating a causal link with the adverse effects of development and resource use. As mentioned above, development layout has been determined in response to urban character and amenity considerations. The lots, the smallest of which is 1863m² assists in providing a transition to the adjoining Rural Residential zone. For this reason, It is considered that additional subdivision and associated development, beyond the 20 lots is not appropriate in this location, if the effects are to be appropriately managed.</p> <p>The cost associated with this policy approach is that it will limit the development opportunities of further residential lots, however it is considered that this could detract from the area and environmental effects result. Such costs are however considered to be justified and appropriate in achieving the objective which in turn achieve the purpose of the RMA as demonstrated above.</p> <p>This policy is therefore considered appropriate and the most efficient and effective way of meeting the above objective as the benefits will outweigh the costs.</p>
<p>POLICY IP3 <i>Restrict residential dwelling units and accessory buildings provided for as of right in the Iona Plateau Neighbourhood and contain their placement to the nominated areas within each lot.</i></p>	<p>Development within the Iona Plateau Neighbourhood is to be managed to ensure any buildings are sympathetic to the underlying landform and surrounding visual and landscape patterns. For this reason building placement is constrained.</p> <p>It is intended that there should not be a situation where multiple buildings occur on the site. A principal dwelling plus accessory building, a supplementary residential building and visitor accommodation building is permitted on each site. A gross floor area limitation along with other amenity based standards, exist to reduce the visual impact of buildings on the landscape. These provisions do not prevent development from being undertaken, but it does seek to ensure that any development avoids adverse effects on the environment.</p> <p>The cost associated with this policy approach is that it will limit the development opportunities of further residential lots, however it is considered that this could detract from the area and environmental effects result. Such costs are however considered to be justified and appropriate in achieving the objective which in turn achieve the purpose of the RMA as demonstrated above.</p> <p>This policy is therefore considered appropriate and the most efficient and effective way of meeting the above objective as the benefits will outweigh the costs.</p>

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Objective to which Policy Relates – IPO2	
The existing landscape character and amenity values of the adjoining Rural Residential Zone are retained and maintained.	
Policies most appropriate to achieve the objectives	Benefits /Costs / Efficiency / Effectiveness
<p>POLICY IPP4 <i>Mitigate any potential significant adverse effects of buildings and activities on the community and the environment, with particular emphasis on maintaining the character and amenity of the adjoining established Rural Residential Zone.</i></p>	<p>Those Rural Residential zoned properties that adjoin the site have high amenity values with low density housing, which contributes to its sense of openness and lifestyle choice of the residents. Maintaining landscape character and amenity values for these existing properties has been a significant consideration in the work undertaken by the Iona Working Group. The benefit of this policy is that respects and maintains the values of the area so as to achieve the protection of these values as sought by IPO2.</p> <p>The cost associated with this policy approach is that it will limit the development opportunities of further residential lots, however it is considered that this could detract from the area and environmental effects result. Such costs are however considered to be justified and appropriate in achieving the objective which in turn achieve the purpose of the RMA as demonstrated above.</p> <p>This policy is therefore considered appropriate and the most efficient and effective way of meeting the above objective as the benefits will outweigh the costs.</p>
Objective to which Policy Relates – IPO3	
Ensure the predominant land uses are residential and where appropriate commercial activities, to protect the character and amenity of residential environs.	
Policies most appropriate to achieve the objectives.	
<p>POLICY IPP5 <i>Restrict scale and type of Commercial Activities and prevent Industrial Activities in the Iona Plateau Neighbourhood, whilst providing for compatible small scale commercial activities in the form of home occupations and visitor accommodation.</i></p>	<p>This policy allow people in the Zone to have some flexibility to use their land in ways that enable them to fulfil their lifestyle choice and at the same time keeps non-residential activities at a scale that will be generally compatible with the amenity values sought by residents.</p> <p>This does not prevent development from being undertaken, but it does seek to ensure that any development avoids adverse effects on the environment. Limitations on the scale of non-residential activity may disadvantage those landowners who</p>

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	<p>wish to provide the non-residential activity at a greater scale than is permitted. Costs and uncertainty associated with resource consenting to allow the non-residential activity at a greater scale than is permissible.</p> <p>This policy expresses that there needs to be a balance between providing for some flexibility to users of the land whilst maintaining amenity and suitability of use of the land resource to the benefit of the environment and residents of the zone. This policy is an effective and efficient means of achieving objective IPO3.</p>
<p>POLICY IPP6 Limit the establishment of Places of Assembly in the Upper Plateau Neighbourhood.</p>	<p>The quiet lifestyle and high amenity values associated with the Rural Residential Zone will be maintained by having limitations on Places of Assembly, that by nature are gathering places for community groups, bringing with them numbers of people, traffic generation, and moreover a level of activity that is not generally well-aligned with the lifestyle expectations associated with the area and adjoining Rural Residential Zone.</p> <p>The ability to establish a Place of Assembly will be more difficult as it is not a permitted activity and will need resource consent.</p> <p>It will limit the locations available within the District for Places of Assembly to establish as permitted activities.</p> <p>This policy clearly states the Plans resource management position on Places of Assembly within the Plateau Neighbourhood. This policy is considered an effective and efficient means of realising Objective IPO3.</p>

8.1.1.9 Breadalbane Avenue Special Character Area Objective

The table below provides an evaluation of the Breadalbane Avenue Special Character Objective and how it meets Part 2 of the Resource Management Act:

OBJECTIVES	PART II OF THE RESOURCE MANAGEMENT ACT
<p>OBJECTIVE HNRO9</p> <p>Provide for intensification of the Breadalbane Special Character Area while ensuring that its unique characteristics, history and high level of amenity is maintained</p>	<ol style="list-style-type: none"> 1) The development of Breadalbane Avenue has been identified within HPUDs as having potential for future residential intensification due to its location on the existing urban fringe of Havelock North. However the existing Breadalbane Avenue are has unique characteristics and feel which has been deemed to be worth protecting where possible. This Objective seeks to provide for greater intensification of the Breadalbane neighbourhood, while recognizing that there is a need to protect existing characteristics, such as the road layout, existing vegetation and open character. 2) The objective will contribute to the achievement of Sections 5 and 7 of the Act as follows: <ul style="list-style-type: none"> • 5 Sustainable Management • 5(c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.

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- 6(f) the protection of historic heritage from inappropriate subdivision, use, and development
 - 7(b) the efficient use and development of natural and physical resources.
- 7(c) the maintenance and enhancement of amenity values.

8.1.1.10 Breadalbane Avenue Special Character Area Policies

Objectives to which policies relates - HNRO9			
Provide for intensification of the Breadalbane Special Character Area while ensuring that its unique characteristics, history and high level of amenity is maintained			
Policies most appropriate to achieve the objectives	Benefits	Costs	Efficiency and Effectiveness
POLICY HNRP14 <i>Maintain character and amenity such as the open and spacious feel through minimum allotment sizes which are large enough to accommodate development while protecting existing neighbourhood characteristics.</i>	Ensures that the existing neighbourhood characteristics, such as the open, rural type feel is retained where possible. Allows for the intensification of the neighbourhood while encouraging the retention of the aspects of the area which make it unique.	The larger minimum allotments and setbacks encouraged by Policy HNRP14 will result in a reduction of site numbers and the size and amount of dwellings that can be established in the neighbourhood.	This policy expresses that there needs to be a balance between providing for some flexibility to users of the land to undertake intensification, while still retaining existing characteristics, which will ensure a high quality development, with retention of much of the existing amenity. This Policy is efficient and effective in achieving HNRO9.
POLICY HNRP15 <i>Encouragement of protection of existing mature trees through requiring larger sites, low building coverage and by allowing minor flexibility in minimum site sizes provided the average site size is no lower than 1000m2.</i>	One of the defining characteristics of Breadalbane Avenue neighbourhood is the number of existing mature trees in the environment. The benefits of this policy is that it promotes the protection of existing trees which protects the unique landscape characteristics of the Breadalbane Special Character Area.	Potential that only having Policy protection does not go far enough to protect existing trees. This would not require specific standards to ensure trees are protected, rather only encouraging flexible Lot design if trees have potential to be removed.	This policy will provide efficiency by not creating additional restrictions for Lot development and allowing flexibility of site design. It would have some effectiveness in encouraging higher levels of amenity, but losses some effectiveness in that it does not enforce the retention of existing trees.
POLICY HNRP16 <i>Ensure that the existing road corridor and its rural character are maintained through the preservation of a narrow carriageway with a wide berm area, which will have rural berm treatments such as swales and</i>	The kinking, rural nature of Breadalbane Avenue is another key characteristic worth protecting. The benefits of this Policy is that it ensures the roads existing alignment	There will be some reduction in flexibility for the development of the area, as the current road alignment may not be the most efficient layout in terms of site design.	This policy is efficient and effective in achieving HNRO9, given that the existing road is a key characteristic of the Breadalbane Neighbourhood, and the retention of its current alignment is a low cost method in protecting existing character.

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<p><i>reduced levels footpaths and street lighting, as well as lower fence heights to maintain a rural feel.</i></p>	<p>is retained, and the rural style wide berms are also encouraged to be retained where possible.</p>		
<p>POLICY HNRP17 <i>Encouragement of the retention of existing heritage features and the existing haphazard building and lot design within the Breadalbane Avenue Special Character Area.</i></p>	<p>This Policy encourages the retention of the existing characteristics relating to the haphazard building design, particularly how existing dwellings do not front Breadalbane Avenue in a uniform nature. It also encourages the protection of existing heritage features, which includes a John Scott designed dwelling, which is important to the character and history of the area.</p>	<p>Reduction in flexibility in that retaining the existing John Scott designed dwelling, it will reduce the ability to get maximum yield out of 71 Breadalbane Avenue. Further reductions in efficiency, as discouraging uniform setbacks will not allow for buildings to be established in the most efficient manner.</p>	<p>This policy will ensure the protection of existing heritage characteristics of the Breadalbane Special Character Area. It has potential to reduce some of the efficiency in achieving maximum yield, but will ensure that the existing characteristics are retained where possible.</p>

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 provisions to be introduced or amended by Variation 4 are the most appropriate way to achieve the objectives of Variation 4 and those objectives in Sections 2.4, 8.1, and 8.2 as relevant.

The objectives of Variation 4 are set out in section 8.1 of this report, where they were assessed as to whether they were the most appropriate way to achieve the purpose of the Act.

The relevant objectives in Sections 2.4, 8.1 and 8.2 are considered to be:

- Section 2.4:
 - 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).
 - 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.
 - 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.
 - OBJECTIVE UDO4 - To retain and protect the versatile land resource that is the lifeblood of the local economy from ad hoc urban development
 - OBJECTIVE UDO5 - To promote the redevelopment of existing residential areas.

 - Section 8.1:
 - OBJECTIVE HNSMAO1 - To ensure that the characteristics which make the Havelock North environment distinctive and memorable are identified, retained and enhanced.
 - OBJECTIVE HNSMAO2 - To have an environment that provides for a variety of activities, promotes good quality urban design and promotes sustainable development practices.
 - OBJECTIVE HNSMAO5 - RESIDENTIAL ENVIRONMENT - Adequate infrastructure will be in place before intensification of housing occurs.
 - OBJECTIVE HNSMAO6 - The diverse range of housing demands, preferences and lifestyles in Havelock North are met and residential use is compatible with the surrounding environment.

 - Section 8.2
 - OBJECTIVE HNRO1 – New development will be of a design, scale, layout and intensity that is consistent and compatible with the existing residential areas of Havelock North.
-

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- OBJECTIVE HNRO2 – New non-residential activities will be of a scale and design that is compatible with the surrounding residential environment.
- OBJECTIVE HNRO3 – To maintain and enhance residential amenity by ensuring adverse noise effects are avoided and mitigated.
- OBJECTIVE HNRO5 – To protect people, property and infrastructure of the community from flooding and ponding effects associated with stormwater runoff

The following evaluation examines whether the provisions in the proposal are the most appropriate way in which to achieve the objectives of Variation 4, and those listed above, in terms of their efficiency and effectiveness (s32(1)(b)). The matters considered are:

- The type of zoning;
- The extent of the zoning;
- The content of the zone (noting that the analysis of the proposed objectives identified the appropriateness of differentiating between Bull Hill Neighbourhood, Iona Terraces Neighbourhood, Iona Plateau Neighbourhood and Breadalbane Avenue).

To date, section 32 case law has interpreted ‘most appropriate’ to mean “suitable, but not necessarily superior”³¹. 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. **Retain existing zoning that currently applies to the land** – this option would involve retaining the current zoning and corresponding provisions that apply to the subject land without making any specific provision for urban growth in this location;
2. **Adopt existing Havelock North General Residential Zone provisions** – this option involves rezoning the area to Havelock North General Residential Zone; or
3. **Adopt existing Havelock North Character Residential Zone provisions** – this option involves rezoning the area to Havelock North Character Residential Zone; or
4. **Adopt customized residential zone provisions incorporating the Iona Structure Plan** – this option involves inserting a new residential zone into the District Plan for the area, including the drafting of a tailored set of residential zone provisions;

³¹ Rational Transport Soc Inc v New Zealand Transport Agency HC Wellington CIV-2011-485-2259, 15 December 2011.

8.2.1.2 Evaluation

Table 1: Zoning Provisions Iona Structure Plan Area: Option Evaluation:

	OPTION 1: RETAIN EXISTING ZONING AND PROVISIONS	OPTION 2: ADOPT EXISTING GENERAL RESIDENTIAL ZONE PROVISIONS & IONA STRUCTURE PLAN	OPTION 3: ADOPT EXISTING CHARACTER RESIDENTIAL ZONE PROVISIONS AND IONA STRUCTURE PLAN	OPTION 4 DEVELOP A CUSTOMISED RESIDENTIAL ZONE INCORPORATING THE IONA STRUCTURE PLAN
<p>EFFECTIVENESS</p> <p>In achieving:</p> <ul style="list-style-type: none"> - the objectives of the proposal ; and - existing relevant objectives of the District Plan. 	<p>The subject land is zoned partly deferred Havelock North General Residential Zone, and Havelock North Rural Residential Zone. A vacant portion of the subject land, currently used for lifestyle purposes and located nearest the existing residential area, is zoned Havelock North Character Residential Zone.</p> <p>The purpose of the Deferred Havelock North General Residential zone is to identify land that is to be rezoned for future urban growth. In the meantime this zone allows the continuation of Plains Production Zone activities to occur. The Havelock North Character Residential Zone provides for urban development that retains the existing landscape and garden character of the spacious older areas of Havelock North (this zoning does not seem appropriately applied to the vacant lifestyle land mentioned above). The focus of the Havelock North Rural Residential Zone is on the provision of low density rural residential housing and associated lifestyle activities. The land resource within this zone is of a lower versatility and is less productive nature.</p> <p>A specific anticipated outcome of the Havelock North Rural Residential Zone is that: “The potential for future residential activity as outlined in HPUDS will be maintained”.</p> <p>Comprehensive urban residential development of the subject land, however, would not be able to occur under the current Deferred General Residential Zone. Nor would it be able to occur under the Rural Residential Zone at the densities proposed. Any development would need to be authorised by way of resource consent, which would not achieve a number of relevant existing objectives such as ensuring new urban development is planned for and undertaken consistent with HPUDS (UDO2); ensuring retention and enhancement of characteristics that make the Havelock North environment distinctive (HNSMAO1); promoting good quality urban design (HNSMAO2). Importantly, retaining the existing zoning would not meet Objective UDO3 which requires that an effective and sustainable supply of residential land to meet the</p>	<p>The Havelock North General Residential Zone provides for urban residential development under the umbrella of the Havelock North Residential Strategic Management Area (SMA). Residential activities are specifically provided for and anticipated at a density of 350m² per site.</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 Iona 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 Havelock North General Residential zoning and the proposed Iona Structure Plan and associated provisions, would be effective in achieving the purpose of this proposal and the existing relevant objectives of the District Plan for this zone and the Havelock North SMA.</p>	<p>The Havelock North Character Residential Zone (HNCRZ) provides for urban development that retains the existing landscape and garden character of the spacious older areas of Havelock North. Typically these areas are located within the foothills of Te Mata Peak and have an undulating and at times relatively steep topography. Site size and shape varies however the special feature that is consistent within the zone is the predominance of landscaping over built form when sites are viewed from the street.</p> <p>Urban development in this Zone is anticipated at a lower density with rules requiring a minimum of 700m² per site.</p> <p>The HNCRZ does not sit comfortably over what is predominantly vacant pastoral land or land used for lifestyle block purposes. It has quite a different character to the older residential areas of Havelock North, albeit that there are some large mature trees and stands of trees that contribute to the special character of the area.</p> <p>Adopting the HNCRZ, a zoning density that stems from the original subdivision pattern and development of the older areas of Havelock North is not appropriate for this greenfield land. Such a zoning would lead to an inefficient use of this urban growth area, would reduce opportunities for innovative comprehensive residential developments and would not enable diversity in subdivision layout and design that provides a range house types and section sizes to create a mixed community.</p> <p>Applying the HNCRZ would not achieve existing or proposed objectives that support these outcomes.</p> <p>Applying the HNCRZ would not effectively meet Objective UDO3 which requires that an effective and sustainable supply of residential land to meet the current and future demands of the Hastings District Community.</p> <p>Adopting the Havelock North Character Residential zoning and the proposed Iona Structure Plan and associated provisions would be ineffective in</p>	<p>This option involves a specific Residential Zone to provide for urban residential development that is specific to the area, under the umbrella of the Havelock North Residential Strategic Management Area (SMA).</p> <p>The zone includes its own Objectives, policies and rules, to deliver a residential environment that addresses the community’s desired amenity values; and specific urban design principles for the area, as well as incorporating the Iona Structure Plan. This options allows for differentiations between different neighbourhoods, which was identified as appropriate through the analysis of the objectives of Variation 4.</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.</p> <p>In particular the objectives developed by the Iona Working Group that include:</p> <p><i>“to create a place that adds value to Havelock North, to create innovative land development responses to this unique environment, and to use land efficiently while creating a high quality residential environment”</i> would be enabled through the adoption of a customised residential zone that incorporates the Iona Structure Plan.</p> <p>That outcome is consistent with relevant existing objectives of the PDP such as HNSMAO1 and HNSMAO2.</p> <p>A special zone also directly implements the proposed objectives for the Iona Special Character Zone.</p> <p>A specific residential zoning would therefore be highly effective in achieving the objectives of this proposal and the existing relevant objectives of the District Plan for the Hastings SMA.</p>

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	OPTION 1: RETAIN EXISTING ZONING AND PROVISIONS	OPTION 2: ADOPT EXISTING GENERAL RESIDENTIAL ZONE PROVISIONS & IONA STRUCTURE PLAN	OPTION 3: ADOPT EXISTING CHARACTER RESIDENTIAL ZONE PROVISIONS AND IONA STRUCTURE PLAN	OPTION 4 DEVELOP A CUSTOMISED RESIDENTIAL ZONE INCORPORATING THE IONA STRUCTURE PLAN
	<p>current and future demands of the Hastings District Community.</p> <p>Retaining the existing zoning would also clearly not achieve the proposed objectives of the Iona Special Character Zone (i.e. there would be no provisions implementing these objectives).</p> <p>Retaining the existing zoning structure over the subject land would therefore be ineffective in achieving the purpose of this proposal, and would be contrary to the existing relevant objectives of the District Plan and those objectives developed by the Working Party for the Iona Urban Growth area.</p> <p>Furthermore, retention of the existing zones would conflict with the Hawkes Bay Regional Policy Statement (the higher order planning document) and affect the implementation of the Districts Regional Growth Strategy. Growth intervention is seen as necessary to recognise the actual or potential effects that urban growth can have on people, communities and the natural environment. The National Policy Statement Urban Development Capacity requires Council as a medium growth area to provide sufficient land capacity to meet its growth demands.</p> <p>It would also fail to meet optimal site yield intensification objectives, resulting in an inefficient use of the identified land resource. Noting that this needs to be balanced against the maximum natural capacity within the constraints that exist, which is discussed in more detail below.</p>		<p>achieving the purpose of this proposal and the existing relevant objectives of the District Plan for this zone and the Havelock North SMA.</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 costly and has a risk of failure under a Deferred or Rural Residential zoning. Lack of sufficient provision for new housing for Havelock North could put pressure on existing housing affordability, create pressure for development in less desired locations within the District, such as the Plains Production Zone, or direct development elsewhere in the future.</p> <p>Undermines the current policy framework put in place by HPU DS and the Regional Policy Statement to ensure an integrated and ordered approach to addressing urban growth needs.</p>	<p>Environmental – the General Residential Zone planning provisions would not encourage the retention of the special characteristics and features of this area that are highly valued by residents and the community in general.</p> <p>Social / cultural – conventional subdivision patterns are likely to result from these planning provisions and as such uniform development of single family houses on a site would most likely follow. The objective of creating a mixed community with a variety of section sizes and house types would not be met under these zoning provisions.</p>	<p>Environmental – The Character Residential Zone provisions with a minimum site size of 700m² would be an inefficient use of the land resource and would not maximise the ability to design a development that suits its undulating landscape.</p> <p>Social / Cultural – The Character Residential Zone provisions would provide no opportunities to showcase innovative comprehensive residential developments. The Character Residential Zone provisions would not encourage inventive subdivision layouts and designs that provide for the range house types and section sizes needed in order to create a mixed community.</p>	<p>Economic –additional policy development costs to draft new zone provisions.</p>

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	OPTION 1: RETAIN EXISTING ZONING AND PROVISIONS	OPTION 2: ADOPT EXISTING GENERAL RESIDENTIAL ZONE PROVISIONS & IONA STRUCTURE PLAN	OPTION 3: ADOPT EXISTING CHARACTER RESIDENTIAL ZONE PROVISIONS AND IONA STRUCTURE PLAN	OPTION 4 DEVELOP A CUSTOMISED RESIDENTIAL ZONE INCORPORATING THE IONA STRUCTURE PLAN
	Pressure from urban expansion onto versatile soils for which dominance should be given to agricultural and horticultural land uses will continue. This results in short term financial incentives but results in fragmented planning and the loss of land which is regionally significant. Settlement patterns should result in compact development through the gradual restriction of urban boundaries to allow proper planning and design work to occur.			
BENEFITS Effects anticipated from implementation, including: - Environmental - Economic (incl. on economic growth & employment) - Social - Cultural	Environmental – retains versatile soils (although note that the existing zoning is not Plains Production and allows subdivision to a size not expected to provide for productive uses) Economic – <ul style="list-style-type: none"> No additional Council policy planning costs, or infrastructure costs to service the area; continuation of existing pastoral and rural residential / lifestyle activities taking place on the land concerned; A roll over of the operative provisions will be simple to administer and familiar to plan users; and Generally less prescriptive, with a more straight forward development process. 	Environmental - utilises the land resource in an efficient manner 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;	Environmental – provides a level of certainty and comfort for existing residents adjoining or neighbouring the rezoning area in terms of the type of development to expect. More likely than the General Residential Zone provisions to retain some of the existing mature trees that are valued by the community because of the larger site sizes. 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; although to a lesser extent than options allowing for smaller section sizes (and therefore more houses).	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; Social / Cultural – creation of a mixed community catering for a range of household types and life stages. Environmental – an efficient use of land showcasing desirable compact housing options; innovative subdivision design and layout that builds character and amenity by complementing the existing features of the area that are valued by the community.
EFFICIENCY In achieving: - the objectives of the Proposal; and - existing relevant objectives of the District Plan.	<u>Inefficient.</u> Does not achieve existing or proposed objectives. High opportunity cost and little benefit associated with this option. This option fails to give effect to the Hawkes Bay Regional Policy Statement, which identifies this land as needed to meet the growth needs of the District.	<u>Low efficiency</u> The potentially significant environment and social / cultural costs in respect of the loss of existing landscape character and amenity outweigh benefits associated with achieving the greatest level of residential yield.	<u>Low efficiency</u> The inefficient use of land even though this is likely to result in the retention of some mature trees and vegetation does not outweigh the significant costs environmental, social and cultural costs associated with these provisions. Fundamentally the objectives and purpose of this Zone and its provisions do not fit with the objectives and overall vision for the proposed Iona urban growth area.	<u>Highly efficient</u> This option has higher economic costs than Options 2 or 3 due to greater costs associated with policy development however the social, environmental, cultural and economic benefits that a tailor-made approach will achieve far outweigh these costs. This option gives effect to the Hawkes Bay Regional Policy Statement, which identifies this land as needed to meet the growth needs of the District.
OVERALL APPROPRIATENESS In achieving: - the objectives of the Proposal; and - existing relevant objectives of the District Plan.	Not Appropriate	Not Appropriate	Not Appropriate	Appropriate
RISK OF ACTING OR NOT ACTING	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).

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	OPTION 1: RETAIN EXISTING ZONING AND PROVISIONS	OPTION 2: ADOPT EXISTING GENERAL RESIDENTIAL ZONE PROVISIONS & IONA STRUCTURE PLAN	OPTION 3: ADOPT EXISTING CHARACTER RESIDENTIAL ZONE PROVISIONS AND IONA STRUCTURE PLAN	OPTION 4 DEVELOP A CUSTOMISED RESIDENTIAL ZONE INCORPORATING THE IONA STRUCTURE PLAN
(if uncertain or insufficient information)				
<p>CONCLUSION:</p> <p>The evaluation demonstrates that developing a customised residential zone incorporating the Iona Structure Plan, will achieve the purpose of making additional land available for 'greenfield' housing development in the Iona or southwestern area of Havelock North, reflected in the objectives of Variation 4, in an efficient and effective way. It will also achieve those objectives of the Propose District Plan which are relevant and unchanged by the Variation.</p> <p>Option 4 is considered the most appropriate way to achieve the existing and proposed objectives.</p>				

Table 2: Zoning Provisions Breadalbane Avenue Area: Option Evaluation:

Zoning Provisions Breadalbane Avenue Option Evaluation

Preferred Option – 3

Option Method	Effectiveness rating	Reason for Effectiveness Rating	Costs	Benefits	Efficiency rating	Why Efficiency Rating?
1. GENERAL RESIDENTIAL ZONING	Low	<p>A General Residential Zoning would not be effective the purpose of the proposal as it would not protect the existing characteristics within the Breadalbane Ave neighbourhood. The proposal would not incentivise variation in building design nor would it encourage retention of existing vegetation.</p> <p>The option would not be effective in achieving Objective HNSMAO1 as General Residential provisions would not protect existing characteristics.</p>	<p>Environmental – Small side and front yard setbacks will create uniform development with little variation.</p> <p>Environmental – High building coverage on small sections is likely to lead to the removal of existing vegetation.</p> <p>Environmental – Potential for reverse sensitivity effects as there would be reduced setbacks to existing Lane Road Rural Residential area.</p> <p>Economic – Need for greater level of road upgrades and treatments for both Breadalbane Ave and the exiting Intersection onto Iona Road. This would also reduce open and rural feel.</p> <p>Social / cultural – encourages conventional subdivision patterns, such uniform development of single family houses on a site would follow. The objective of creating a mixed community with a variety of section sizes and house types would not be met under these zoning provisions.</p>	<p>Economic – Would allow for maximum efficiency of being able to put larger dwellings on properties, ensuring reduced land lost.</p> <p>Economic – Reduced restrictions with regards to fencing, setbacks etc meaning sites become more economically profitable.</p>	Low	While a General Residential zoning would allow landowners maximum flexibility on how they develop their site, and would reduce costs associated with restrictions of setbacks and design, the reduction in amenity, and removal of existing features would be detrimental to the character of the area and reduce the value of the overall development.
2 CHARACTER RESIDENTIAL ZONING	High	<p>A character residential Zoning would be highly effective in achieving the purpose of the proposal as it would allow for the intensification of the existing Breadalbane area while also protecting many of the existing characteristics.</p> <p>The option would be highly effective in achieving the relevant Objectives of the Plan particularly HNSMAO1 and HNSMAO6 as it would help retain existing characteristics while providing for diversity in housing and section options within Havelock North.</p>	<p>Social / Cultural – The Character Residential Zone provisions would provide no opportunities to showcase innovative comprehensive residential developments.</p> <p>Economic – An overlay would further reduce flexibility for development of the site, by introducing further restrictions on how the site can be developed.</p>	<p>Environmental –More likely to retain some of the existing mature trees that are valued by the community because of the larger site sizes.</p> <p>Environmental – Retention of some of the existing characteristics and amenity of the Breadalbane area.</p> <p>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.</p>	Medium	This option has a relatively high efficiency rating as it will encourage the retention of existing characteristics through standards requiring greater landscaping, setbacks and subdivision design. However there is some reduction in efficiency as there will be a resulting reduction in flexibility of site design.
3 CHARACTER RESIDENTIAL ZONING WITH SPECIAL CHARACTER OVERLAY	High	<p>A character residential Zoning with special character overlay would be highly effective in achieving the purpose of the proposal as it would allow for the intensification of the</p>	<p>Social / Cultural – The Character Residential Zone provisions would provide no opportunities to showcase innovative comprehensive residential developments.</p>	<p>Environmental – Allows for the provisions of specific policies and rules relating to the Breadalbane neighbourhood, allowing for additional provisions which encourage the protection of existing characteristics.</p>	Medium/High	This option is similar to option 2 as it has a high efficiency rating in that it will encourage the retention of existing characteristics through standards requiring greater landscaping, setbacks

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		<p>existing Breadalbane area while providing greater levels of protection of the existing characteristics than other character Zones. Thus recognising the special character that should be retained for the Breadalbane Area.</p> <p>The option would be highly effective in achieving the relevant Objectives of the Plan particularly HNSMAO1 and HNSMAO6 as it would help retain existing characteristics while providing for diversity in housing and section options within Havelock North.</p>	<p>Economic – An overlay would further reduce flexibility for development of the site, by introducing further restrictions on how the site can be developed.</p> <p>Economic – Additional costs in developing site specific rules for the overlay, rather than using existing character rules.</p>	<p>Environmental –Allow flexibility in boundary and dwelling location when developing around mature trees and other plant life.</p> <p>Social/Cultural – Reduction in pressures on the existing Breadalbane Ave. Allowing some rural treatments to continue, and a live and play type atmosphere to be encouraged.</p> <p>Environmental – Ensures an open environment for residents with the opportunity to provide large boundary setbacks, and reducing domination of buildings on the environment. Also allows for larger setback to existing Rural Residential Zone to reduce reverse sensitivity.</p>	<p>and subdivision design. However it has further efficiency benefits through the ability to formulate specific rules relating to the Breadalbane Special Character Area. This ensures that the rules can be designed to reflect the unique character of the area. Some efficiency is lost through the loss of flexibility in lot design, and the additional complexity in rule development and usability.</p>
<p>CONCLUSION:</p> <p>While both Options 2 and 3 are both appropriate and reasonably efficient. It is considered that the opportunity to create specific rules and standards for the Breadalbane Special Character Area means that option 3 is more effective and efficient in allowing for additional development while still retaining the existing characteristics of the Breadalbane Avenue Neighbourhood.</p>					

Having determined that a customised residential zone is the most efficient and effective means of achieving the relevant objectives, the evaluation must now consider:

- The appropriate extent of the zone; and
- The appropriate content of the zone in terms of the policies and methods to apply to it

8.2.2 Zone Boundary Options

8.2.2.1 Options

Options are:

1. **HPUDS (2010) indicative boundary** – this option includes all properties identified in the HPUDS greenfield growth areas of Iona /Middle Road and Havelock Hills Lower area.;

Iona / Middle Road Block



Havelock Hills Lower Area

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2. Reduce HPUDS identified area but includes vacant land adjoining the existing residential suburb

Include existing vacant land (zoned but not serviced) adjoining the existing suburban area of Havelock North and reduce the HPUDS indicative area boundary so as to retain the rural residential character of Lane Road.

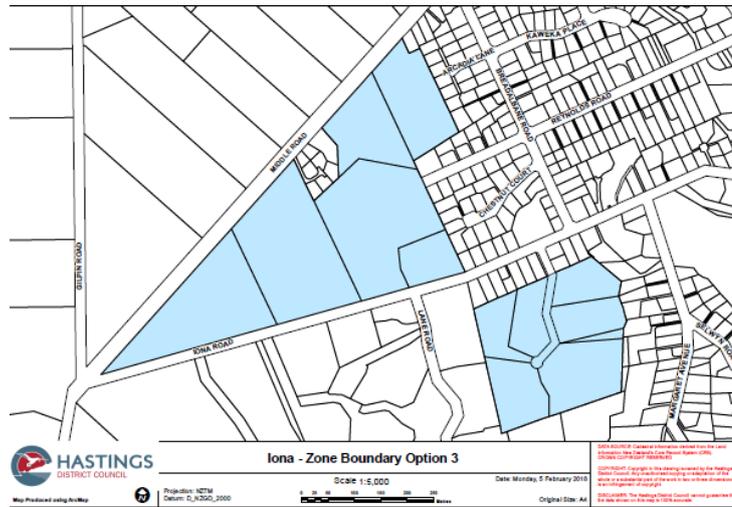
Realign the zone boundary so that it does not adjoin Lane Road and retain the rural residential zoning of properties fronting the entrance of this road and the entirety of Lane Road itself. The zone boundary would then follow the topography of the low ridge to the southeast of Lane Road. This option also excludes a property where the landowner has expressed a desire not to be included in the rezoning and also excludes the Margaret Avenue area (identified as part of the HPUDS Iona / Middle Block) to avoid the current significant flood risk associated with this land;



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3. Rezone the Iona Triangle Site and Breadalbane Avenue only

This involves rezoning only land immediately adjoining existing suburban residential areas; The triangle site and the Breadalbane Avenue areas of the HPUDS identified areas;



8.2.2.2 Evaluation

Table 2: Urban Development Area Boundary Option Evaluation:

	OPTION 1: HPUDS INDICATIVE BOUNDARY	OPTION 2: REDUCED HPUDS AREA BUT INCLUDE VACANT LAND ADJOINING EXISTING RESIDENTIAL AREA	OPTION 3: LIMIT URBAN DEVELOPMENT AREA BOUNDARY TO IONA TRIANGLE AND BREADALBANE AVE AREAS ONLY
<p>EFFECTIVENESS</p> <p>In achieving:</p> <ul style="list-style-type: none"> - The proposed objectives; and - existing relevant objectives of the District Plan. 	<p>Utilising the HPUDS indicative boundary would be effective in achieving the objectives of Variation 4, and the existing relevant objectives of the Proposed Plan.</p> <p>This option would meet the following existing urban strategy objectives of the PDP:</p> <p>UDO1 – the boundary would be in accordance with HPUDS boundaries;</p> <p>UDO2 – the boundary is consistent with the RPS;</p> <p>UDO3 – the boundary will provide sufficient land to enable a development capacity of 390 – 400 dwellings which will meet the current and future demands for housing in the District.</p> <p>UDO4 – retain and protect the versatile land resource – given that no land within the boundary is zoned Plains Production Zone it is considered that this option is consistent with the intent of this objective.</p> <p>UDO5 – the boundary includes the Breadalbane Avenue area and thereby promotes intensification within existing areas. This option will also achieve the proposed new Havelock North Strategic Management Area objective – HNSMA07 by containing new development within the SMA boundaries.</p> <p>This option also achieves new Zone objectives ISCO1 by including land encompassing the proposed reserve areas and unique ridgeline features and ISCO5 by ensuring the boundary of the urban development area are clear and defensible.</p> <p>This option is also consistent with HNRO9 as it enables the intensification of an existing residential area.</p> <p>The Havelock North strategic management area objectives HNSMA01 (special character), HNSMA06 (providing for a range of housing preferences and lifestyles) and HNSMA07</p>	<p>This option would provide for the retention of the special character of the Lane Road rural residential area (as it would remove this area from the rezoning proposal). As a consequence it would meet existing and new objectives – HNSMA01, and ISCO1. This option also removes an area adjoining Margaret Ave in order to avoid the significant natural hazard risk of flooding (thereby meeting RPS objective UD1(e)). These land area reductions are offset by including existing vacant land (already zoned but not serviced with infrastructure) in the proposal, ensuring that urban strategy objective UDO3 to provide a sufficient and sustainable supply of land to meet demand is achieved.</p> <p>This option primarily achieves urban strategy objectives UDO1 and UDO2 as the boundary proposed is predominantly in accordance with HPUDS and the RPS (only removing areas for reasons of significant natural hazard or to protect areas which contributes significantly to character and amenity values of the adjoining rural residential zone). Further objective UDO4 – to retain and protect the versatile land resource – given that no land within the boundary is zoned Plains Production Zone it is considered that this option is consistent with the intent of this objective.</p> <p>This option is also consistent with UDO5 and ISCO5 in that it will provide clear boundaries through the use of roads and reserves and in the case of the lane road boundary – uses changes in topography and cadastral boundaries to contain the urban development area. This option will also achieve the proposed new Havelock North Strategic Management Area objective – HNSMA07 by containing new development within the SMA boundaries.</p>	<p>This option would not provide for sufficient residential yield to meet Ministry for the Environment expectations for this area and hence would not meet UDO3. Nor would it be sufficient to cater for the range of residential demand in the medium - long term. It would not achieve HNSMA06 in terms of providing a range of housing preferences and lifestyles. Limiting the rezoning area in this manner will not resolve the appeal to the District Plan in respect of the Hill site on Iona Road. As such, this option does not achieve the retention of special character features to the same degree as options 1 or 2 and as a consequence of its non-inclusion, the development of hill land could occur under the current zoning which could potentially result in a loss of special character (of the ridgelines and pond and wetland areas).</p> <p>This option is not in accordance with the boundaries of HPUDS or the RPS and therefore does not meet UDO1 or 2.</p> <p>It does reduce the impact on versatile soils relative to options 1 and 2 and in that respect achieves UDO4 to a greater degree.</p> <p>It does achieve UDO5 to a degree in that the triangle area is contained within collector and arterial roads providing definitive boundaries.</p> <p>Restricting rezoning under this option would however be ineffective in achieving the objectives of this proposal, and the existing relevant objectives of the Proposed Plan.</p>

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	<p>OPTION 1: HPUDS INDICATIVE BOUNDARY</p>	<p>OPTION 2: REDUCED HPUDS AREA BUT INCLUDE VACANT LAND ADJOINING EXISTING RESIDENTIAL AREA</p>	<p>OPTION 3: LIMIT URBAN DEVELOPMENT AREA BOUNDARY TO IONA TRIANGLE AND BREADALBANE AVE AREAS ONLY</p>
	<p>(contains development within the SMA boundaries) are also achieved.</p>	<p>This option is also consistent with HNRO9 as it enables the intensification of an existing residential area – Breadalbane Avenue.</p> <p>Reducing the HPUDS rezoning boundary would be more effective than Option 1, in achieving the objectives of this proposal, and the existing relevant objectives of the Proposed Plan as it would enable a sufficient development yield to be attained while also retaining more land that contributes to the special character and amenity values of this area and areas that are highly valued by the community and residents (thus meeting HNSMAO1 and ISCO1 to a greater degree than option 1). This option also retains choice in the residential housing market in this location (meeting objective HNSMA06 to provide for a range of housing preferences and lifestyles). Removing areas subject to natural hazard constraint also makes this option robust and more effective in terms of achieving the objectives of the District Plan (HNRO5, HNSMAO5 and ISCO4 that seek to protect people and property from the adverse effects of flooding and stormwater runoff). Furthermore this option will also enable the servicing and development of vacant land already zoned for residential purposes immediately adjoining the existing residential area.</p>	
<p>COSTS</p> <p>Effects anticipated from implementation, including:</p> <ul style="list-style-type: none"> - Environmental - Economic (incl. economic growth & employment) - Social - Cultural 	<p>Environmental – loss of versatile soils – approximately 66ha (although it is noted that the current Rural Residential zoned areas allow subdivision to a size not expected to provide for productive uses), loss of the rural residential land in Lane Road and the special character and amenity of this area that is highly valued by the community.</p> <p>Economic – significant costs to address the flooding issues associated with the Margaret Avenue area to enable development to occur and potential road upgrading costs on Lane Road.</p>	<p>Environmental – loss of versatile soils – approximately 56ha (although it is noted that no land within the proposed urban development area boundary has a Plains Production zoning and that the areas currently zoned rural residential are able to be subdivided to a size not expected to provide for productive purposes).</p> <p>Economic costs – reduction in rezoning land area may result in marginally higher servicing costs per site compared with option 1.</p>	<p>Environmental – loss of approximately 23ha of versatile soils (although substantially less than Option 1 or 2). Again it is noted that no land within this boundary is zoned Plains Production. While this option would in effect also retain the character of Lane Road by not including it in the rezoning area; the need to meet demand, as well as HPUDS and Ministry for the Environment target yields, may result in a much more compact form of development in the Triangle and Breadalbane Avenue locations. In respect of Breadalbane Avenue such compact development would not be compatible or sensitive to the existing character of the area. In respect of the Triangle site area, the</p>

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	<p>OPTION 1: HPUDS INDICATIVE BOUNDARY</p>	<p>OPTION 2: REDUCED HPUDS AREA BUT INCLUDE VACANT LAND ADJOINING EXISTING RESIDENTIAL AREA</p>	<p>OPTION 3: LIMIT URBAN DEVELOPMENT AREA BOUNDARY TO IONA TRIANGLE AND BREADALBANE AVE AREAS ONLY</p>
	<p>Inefficiencies and economic costs of not including the existing vacant land already zoned in any proposal to service land for residential development.</p>		<p>increased density is likely to adversely impact the existing amenity values enjoyed by suburban and rural residential properties adjoining and opposite this site.</p> <p>Economic – the reduced residential yield potential of this area could have economic costs in that it may be difficult to effectively cover the significant infrastructure upgrade costs (there is the potential for uneconomic servicing costs per site).</p> <p>Social – residential amenity for residents within the limited rezoning area could be compromised by reduced access to reserve space and walking / cycling connections compared to options 1 and 2.</p> <p>This option would not require changes to the road layout at the intersection of Iona / Gilpin / Middle roads which would reduce traffic safety benefits.</p>
<p>BENEFITS</p> <p>Effects anticipated from implementation, including:</p> <ul style="list-style-type: none"> - Environmental - Economic (incl. economic growth & employment) - Social - Cultural 	<p>Environmental – Primarily uses roads as boundaries which provide a buffer to Rural Residential, Plains or Rural zoned land. Roads provide a tidier and robust development edge boundary. Enables traffic safety concerns at the Iona / Gilpin / Middle Road intersection to be addressed.</p> <p>Economic – sufficient residential yield potential to spread significant infrastructure costs across</p> <p>Social - creates significant open space reserve areas for recreational activities. Efficiently uses these open space areas as buffers to rural residential land / activities.</p>	<p>Environmental – a reduction in land area to be rezoned results in a retention of versatile soil compared to Option 1. Retention of the amenity and landscape character of the Lane Road area. Enables traffic safety concerns at the Iona / Gilpin / Middle Road intersection to be addressed.</p> <p>Economic – allows infrastructure provision to unserviced but already zoned land which enables development to occur. Excluding land subject to significant flood hazard reduces costs and risk associated with mitigating such flood hazards. Sufficient residential yield potential to spread significant infrastructure costs.</p> <p>Provides for a defensible urban edge in terms of utilising roads where possible. The Lane Road boundary (northeastern boundary) follows the low ridge topography of the area but is also aligned to logical property boundaries to avoid confusion.</p> <p>Social – creates significant open space reserve areas for recreational activities. Efficiently uses these open space areas as buffers to rural residential land / activities.</p>	<p>Environmental – minimal loss of versatile soils compared to Options 1 & 2. A 30m buffer between urban and rural activities can be achieved via the Middle Road carriageway. For Breadalbane Avenue a buffer or setback to rural residential properties could be put in place to reduce reverse sensitivity effects.</p> <p>Landscape character and amenity of the Lane Road area will be retained.</p>

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	OPTION 1: HPUDS INDICATIVE BOUNDARY	OPTION 2: REDUCED HPUDS AREA BUT INCLUDE VACANT LAND ADJOINING EXISTING RESIDENTIAL AREA	OPTION 3: LIMIT URBAN DEVELOPMENT AREA BOUNDARY TO IONA TRIANGLE AND BREADALBANE AVE AREAS ONLY
<p>EFFICIENCY</p> <p>In achieving:</p> <ul style="list-style-type: none"> - the objectives of the Proposal; and - existing relevant objectives of the District Plan. 	<p><u>Efficient</u></p> <p>As discussed above, this option achieves the urban strategy objectives UDO1-3, UDO5, new zone objectives ISCO1 and ISCO5 and new Havelock North Residential Environment HNRO9. It is also consistent with existing and new SMA objectives HNSMA01, 06 and 07. However this option does not meet the RPS objective UD1(e) <i>“Establish a compact, and strongly connected urban form throughout the region that avoids or mitigates increasing the frequency or severity of risk to people and property from natural hazards”</i>. This option includes the Margaret Avenue area which is subject to significant flooding constraints the costs of which are likely be significant to resolve to enable development to occur.</p>	<p><u>Highly efficient</u></p> <p>Achieves the objectives as discussed above with the lowest total cost and greatest net benefit to society as a whole.</p> <p>Option 2 achieves the objectives HNSMA01 and ISCO1 to a greater degree than Option 1 and thereby protects the special character and features that make Havelock North a unique and memorable environment to live in. Option 2 is also consistent with RPS objective UD1 as it removes the Margaret Ave area subject to significant natural hazard. It is also generally consistent with the intent of UDO1 and UDO2 and meets UDO3 and UDO5. Overall it is considered that this option achieves the existing and new objectives to the greatest degree.</p>	<p><u>Inefficient</u></p> <p>Overall this option does not achieve urban strategy objectives UDO1-3. Nor does it achieve ISCO1 or HNSMA01 in respect of retaining special character to the same degree as option 2. It will not achieve a range of housing preferences (HNSMA06). It may also not allow the Council to meet the land capacity requirements set down in the NPS Urban Development.</p> <p>This option has a high cost with little benefit to society as a whole.</p>
<p>OVERALL APPROPRIATENESS</p> <p>In achieving:</p> <ul style="list-style-type: none"> - the objectives of the Proposal; and - existing relevant objectives of the District Plan. 	Appropriate	Appropriate	Not Appropriate
<p>RISK OF ACTING OR NOT ACTING</p> <p>(if uncertain or insufficient information)</p>	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).	N/A (information is sufficient and certain).
<p>CONCLUSION:</p> <p>The above evaluation demonstrates that reducing the HPUDS boundaries in order to retain the amenity and character of the Lane Road Rural Residential area, and to remove the Margaret Avenue area that is subject to significant flood hazard while including an area already zoned for residential purposes (while not serviced with infrastructure), is an efficient and effective way to make additional land available for ‘greenfield’ housing development on the southern side of Havelock North thereby achieving the objectives of Variation 4. It is also concluded to be the most appropriate way to achieve relevant existing objectives of the PDP. ..</p> <p>Option 2 is considered the most appropriate zoning extent under s 32(1)(b)..</p>			

8.2.3 Specific Neighbourhood Provisions within the New Iona Special Character Residential Zone

8.2.3.1 Bull Hill Neighbourhood

METHODS: RULES FOR THE BULL HILL NEIGHBOURHOOD

The following rules form the regulatory basis of the Bull Hill Neighbourhood Overlay of the Iona Special Character Zone. These rules should be read in conjunction with the general and specific performance standards that apply to the Zone and Bull Hill Neighbourhood Overlay which set out the parameters within which the activities listed below are required to meet or operate within. The Bull Hill Neighbourhood primarily provides for residential development. The rules outlined below are the mechanisms that will implement the objectives and policies for this Zone.

The following table sets out the status of activities in the Bull Hill and Iona Terraces Neighbourhood overlays of the Iona Special Character Zone (refer Appendix 13A Figure 1 for the boundaries of the neighbourhood overlays). All activities listed below are subject to the relevant Standards and Terms of the District Plan.

RULE TABLE 8.3.3.1 IONA SPECIAL CHARACTER ZONE – BULL HILL AND IONA TERRACES NEIGHBOURHOOD OVERLAYS (REFER APPENDIX 13A FIGURE 1)		
RULE	LAND USE ACTIVITIES	ACTIVITY STATUS
ISC1	Residential Activities (except comprehensive residential development)	P
ISC2	Supplementary Residential Buildings	P
ISC3	Relocated buildings	P
ISC4	Home Occupation	P
ISC5	Show homes	P
ISC6	Temporary Military Training Activity	P
ISC7	Visitor accommodation	P
ISC8	Temporary events within the Bull Hill Neighbourhood	P
ISC9	Non-residential care facilities within the Bull Hill neighbourhood	P
ISC10	Comprehensive Residential Development on sites within the Bull Hill Neighbourhood identified in accordance with an approved subdivision consent and land use concept plans	C
ISC11	All other applications for Comprehensive Residential Development within the Bull Hill Neighbourhood	RDNN
ISC12	A dairy and/or café activity (including any ancillary residential activities) located on the commercial node site identified on the Iona Structure Plan (Appendix 13A Figure 2) and complying with the specific standards outlined in 8.3.6H	RDNN
ISC13	Any permitted activity not meeting one or more of the relevant general or specific performance standards and terms (except activities not complying with performance standard 8.3.5A and 8.3.5B Residential	RD

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	Density and 8.3.6G(a) minimum site size and (e) gross floor area standards for Supplementary Residential Buildings)	
ISC14	Supplementary Residential Buildings not meeting the minimum site size or gross floor area standards (8.3.6G(a) and (e))	D
ISC15	Residential Activities not meeting the density standards within the relevant neighbourhood (8.3.5A and 8.3.5B)	D
ISC16	Temporary Events in the Iona Terraces Neighbourhood	D
ISC17	Education facilities within the Bull Hill Neighbourhood	D
ISC18	Places of Assembly within the Bull Hill Neighbourhood	D
ISC19	Early Childhood Centres within the Bull Hill Neighbourhood	D
ISC20	Homes for the Aged within the Bull Hill Neighbourhood	D
ISC21	Health care centres within the Bull Hill neighbourhood	D
ISC22	Emergency Services Facilities within the Bull Hill Neighbourhood	D
ISC23	A dairy and/or café activity located on the commercial node site identified on the Iona Structure Plan (Appendix 13A Figure 2) that does not comply with one or more of the specific standards outlined in 8.3.6H	D
ISC24	Premises used for the sale of liquor (including those premises used for the sale of liquor for consumption off-site) on the Commercial node site within the Bull Hill Neighbourhood	NC
ISC25	Any activity not otherwise provided for as a permitted, restricted discretionary or discretionary activity.	NC

IDENTIFICATION OF ISSUES FOR THE BULL HILL NEIGHBOURHOOD

ISSUE	EXPLANATION
1). Achieving a high quality residential environment and high levels of amenity while using land efficiently and retaining special character	The RPS and HPUDS seek to encourage the efficient use of vacant greenfield land in order to protect the versatile soils of the District. Density and minimum site size provision need to balance this objective with the desire to create high quality residential environments that retain special features that the community value.
2). The suite of development controls used to maintain and create a high level of residential amenity	Submissions to the draft Iona Structure Plan sought the maintenance of existing residential amenity values for neighbouring suburban residential and rural residential areas. Submissions sought a great level of residential amenity than was achieved through the provisions associated with the Arataki urban growth area of Havelock North
3). Retention of existing vegetation which provides character to the area	Submissions to the draft structure plan sought the retention of existing mature trees and vegetation as much as possible – stating that retention of existing vegetation allowed for a new residential area to look established whereas planting new trees and landscaping would require more time to establish and mitigate the impacts of development.
4). The appropriate extent to which non-residential activities are provided for in new urban areas particularly commercial activity that services residential areas	Submissions to the draft Structure Plan queried the need to provide for small-scale commercial activities such as dairies.

ISSUE 1: Achieving a high quality residential environment while using land efficiently and retaining special character – Option 5 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Apply the minimum site size rule of 700m ² from the Havelock North Character Residential Zone.	Low Effectiveness Rating Applying the rules and performance standards from the Havelock North Character Zone would not be effective in that they would not use the land in the most efficient manner and therefore would not meet objective BHO2.	This option would have significant costs associated with the inefficient use of land meaning that additional land may need to be rezoned in the future to ensure a sustainable supply to meet demand resulting in the potential for impacts on the versatile land resource.	Provides for consistency of site size rules across the neighbourhood and where land adjoins the existing suburban area of Havelock North.	Low Efficiency rating The costs outweigh the benefits as the effects of an inefficient use of this new greenfield land would result in a more sprawling development pattern rather than the compact form that the RPS promotes. As such this option is not in accordance with the RPS or the urban strategy objectives of the PDP in terms of protecting the versatile land resource.
2	Apply the minimum site size rules from the Havelock North General Residential Zone – 350m ²	Low effectiveness rating. Apply a blanket low minimum site size not achieve the objectives of the zone or the Bull Hill neighbourhood – especially in terms of protecting the amenity and character of adjoining lower density zones (BHO1). Such a provision will also not achieve variety in section size and house type and would be inconsistent with ISCO2.	This option would have significant costs in terms of adverse effects on the amenity levels both within and adjoining the neighbourhood. It would also incur costs in respect of not promoting sufficient variety of section size to accommodate a range of house types. Such a rule structure would likely result in a uniform subdivision design which would have impacts on the character and amenity of the area, especially in respect of the special landscape features of the Bull Hill and treed Avenue.	The benefits of this option are that it would facilitate an efficient use of the land resource. It would provide a rule structure that is simple and consistent and well known to land development companies in the District.	Low efficiency rating The costs of this option particularly in respect of the resulting amenity levels within the neighbourhood and the impacts on the amenity values of those lower density zones surrounding outweigh the benefits of land use efficiency.
3	Edge of Bull Hill Neighbourhood - 700m ² minimum Remaining Area – 400m ² minimum Identified Comprehensive Residential Development (CRD) area – 250m ² minimum but optional could be developed at 400m ² if CRD option not taken up Additional subdivision standard minimum site frontage width of 25 metres	Moderate effectiveness rating This option will retain existing amenity levels of adjoining zones Provides for variety in site size by identifying a specific area for Comprehensive Residential Developments Provides for an efficient use of the land resource.	The costs of this option include that it segregates density by identifying specific areas which results in conventional subdivision patterns, and streets characterized by uniform site size. This option potentially identifies a relatively larger area specifically for comprehensive residential development. By identifying specific site sizes and where smaller site sizes will be located, there is the potential that these provisions will prevent the mixing of house types and lot sizes in the same street. The minimum frontage width rule would create wide	The benefits of this option include the certainty for adjoining residents and landowners and/or developers of where smaller site sizes can occur and that sites created around the outer edge of the neighbourhood would have a minimum size of 700m ² . Promotes an efficient use of land; Seeks to promote variety by encouraging comprehensive residential development.	Moderate efficiency rating The costs of this option mean that it is unlikely to achieve the objectives of the neighbourhood (BHO1) or zone (ISCO2) as a whole in terms of creating a new character for new urban development areas based on a mix of housing type and section size within a street.

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			frontages full of house (increasing building bulk) creating amenity impacts on neighbouring zones where the rationale for this provision aimed to reduce the number of houses / lots opposite rural residential zoned sites.		
4	600m ² average site size across the whole neighbourhood but with a reduced amount of CRD areas specifically identified (just fronting reserves) – minimum 250m ² . Within each subdivision application (excluding CRD identified areas) for every 15 lots proposed to be created, 1 lot to be identified for either a duplex development (min site size 500m ²) or a comprehensive residential development (min site size of 1000m ²).	Moderate Effectiveness rating This option is more likely to achieve variety in site size within a street through the use of an average site size and but not constraining comprehensive residential development to a certain area. However this option does not provide certainty that site sizes will be compatible with any adjoining lower density zones.	Under this option the maintenance of existing amenity values relies on the subdivision assessment criteria. Therefore the certainty of this occurring is reduced compared with other options. This criteria to achieve larger site sizes on the edge coupled with a 600m ² average across the neighbourhood may make achieving the required development capacity of 390-400 difficult	An average site size provides more flexibility for land developers and encourages variety. An average site size of 600m ² would achieve the RPS target for greenfield land (of 15 dph). Assessment criteria are used to ensure the existing amenity of adjoining zones is maintained.	Moderate Efficiency rating This option provides less certainty adjoining residents and the average site size across the whole neighbourhood could potentially result in difficulties achieving the development capacity required. However it is likely to achieve more variety in size and configuration within the development area.
5	700m ² minimum applying to sites adjoining or opposite the following zones PP, HNCR & HNRR. No minimum site size for the remainder of the Bull Hill area but a requirement to achieve an overall minimum density of 15 dwellings per hectare and an overall maximum density of 17 dwellings per hectare across the neighbourhood as a whole. A requirement for subdivision proposals including sites below 400m ² to provide a concept plan at subdivision stage to ensure proposed sites can comply with performance standards (bulk and location) given there is no minimum site size. A requirement for an urban design assessment provided with any application for subdivision that includes sites with a minimum net site area of less than 400m ² and/or those identified as forming a Comprehensive Residential Development site. A Restricted Discretionary (Non-notified) activity status for subdivision within this Zone	High Effectiveness rating The flexibility of this option promotes the retention of character features to a greater degree than other options, creates opportunities for innovation and variety while retaining certainty residents adjoining or opposite the new urban development area. Therefore it is considered that this option more effectively meets ISCO1, and 3 and BHO1 and 2.	Regulatory costs and time delays associated with the need for RDNN subdivision applications in the Bull Hill neighbourhood. Costs associated with the provision of concept plans and urban design assessments where applications include sections of less than 400m ² . Potential for greater stormwater impacts given increased potential for smaller site sizes across the Bull Hill area and therefore greater infrastructure costs (however infrastructure considerations to date have been based on a total yield of 390-400 dwellings across the whole urban development area).	Retains larger site sizes where adjoining or located opposite lower density zones. Provides flexible opportunities for smaller site sizes internal to the development area where effects can be internalized. Balances using the land efficiently while seeking to retain amenity and character – resulting in environmental benefits. Promotes variety in site sizes and seeks to create a mix of households and a greater sense of community – resulting in social and cultural benefits. Promotes innovation and creativity in subdivision design and options for different house types through the flexibility of the provisions – environmental, social and cultural benefits. The flexibility of the provisions should also encourage and promote the retention of mature trees within the Bull Hill neighbourhood providing additional environmental, social and cultural benefits. The flexibility of provisions means that the required development capacity target of 390-400 can be achieved.	High Efficiency rating This option provides for significant environmental, social and cultural benefits to the community which clearly outweigh the cost of subdivision applications. Furthermore, these benefits seek to ensure a high quality and characterful residential environment that is likely to be highly desirable in the current and future housing market, providing significant economic benefits that would offset the additional cost.
6	600m ² minimum site size applying along Iona and Middle Roads, or new roads where opposite different zonings and established residential areas – to be identified on Structure Plan. Remainder of the Bull Hill neighbourhood, 250m ² minimum site size Coupled with a controlled activity status for subdivision	Low / Moderate Effectiveness Rating. This option will achieve the objectives of the Zone and Bull Hill that relate to the efficient use of the land resource, the provision of innovation in subdivision design and variety in section size and house type. However this may be at the expense of urban design principles and objectives that seek to achieve a quality residential living environment. Certainty this option does not sufficiently seek to maintain the existing amenity values of adjoining landowners.	This option would not sufficiently achieve the maintenance of existing amenity values for adjoining zones as the proposed 600m ² minimum site size is lower than the Havelock North Character Residential Zone that adjoins the urban development area and significantly lower than the Rural Residential Zoned sites in the vicinity. A controlled activity status for subdivision proposals would not be appropriate or sufficient in order to assess and consider the design and layout of subdivision proposals, particularly with a	The 250m ² minimum would provide for an efficient use of land and is likely to more than achieve the yield required to meet the RPS greenfield target and Ministry for the Environment development capacity target of 390-400. The 250m ² would allow for innovation in subdivision design and promote variety in section sizes and housing types within a street. Such flexibility in site size provision could also provide incentives to protect existing mature trees although these may not be able to be managed as effectively under a controlled activity subdivision status.	Low/Moderate Efficiency Rating The option has a low/moderately efficient in that while it has a number of benefits, the costs of this option are matters of significance and are fundamental to purpose and objectives of the Zone.

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			blanket low minimum site size and therefore the potential for adverse effects on amenity and character of the urban development area and surrounding zones are more likely to occur.		
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ISSUE 2: The suite of development controls used to maintain and create a high level of residential amenity – option 3 recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Apply the rules and performance standards from the Havelock North Character Residential Zone.	<p>Low Effectiveness Rating</p> <p>Applying the rules and performance standards from the Havelock North Character Zone would be ineffective in achieving the objectives of the Bull Hill neighbourhood in that they would not sufficiently provide for its efficient development. The rules and performance standards of this Zone are not appropriate for this area given that the area does not display the irregular subdivision pattern (that occurs as a result of the change in topography of the Havelock North foothills – the Bull Hill land is predominantly flat apart from the Bull Hill), nor does it display the established garden character and landscape values that characterize this Zone and which the provisions of the Zone seek to retain.</p>	<p>The rules and standards of the Havelock North Character Residential Zone were developed to protect and maintain the established garden character of Havelock North rather than to establish and retain amenity values of a greenfield urban development area. As a result it is likely that this option would have potential costs to the landowners who may wish to alter their dwellings and are unable to meet the performance standards thereby requiring them to lodge a resource consent application.</p> <p>The minimum site size rules evaluated for the Bull Hill neighbourhood are not likely to fit easily within the bulk and location controls of the Character Zone. These provisions are therefore unlikely to work together efficiently or to achieve the amenity outcomes desired by BHO1 and BHO2.</p>	<p>Provides for consistency and continuity with the zone rules of the existing residential area adjoining the Bull hill neighbourhood.</p>	<p>Low Efficiency rating</p> <p>The costs outweigh the benefits as the efficiencies in land development sought to be achieved within this neighbourhood would be undermined. Furthermore this option is not consistent with the placed based foundations of the Proposed District Plan.</p>
2	Apply the rules and performance standards from the Havelock North General Residential Zone.	<p>Moderate Effectiveness Rating</p> <p>While this option would achieve land development efficiency (BHO2) it does not take into account the special character values of the area or those surrounding the Bull Hill neighbourhood and as such would not achieve BHO1. Furthermore it is unlikely to assist in the achieving greater levels of privacy between dwellings and variation in the development of site frontages.</p>	<p>The costs of this option include that these provisions may result in adverse effects on the character and amenity values within or adjoining the neighbourhood. These development controls are likely to result in a uniform approach to development rather than to encourage variety and innovation in development design.</p>	<p>The benefits of this option include that the provisions encourage maximum use of the land</p> <p>There is consistency with these existing zones rules (which are also recommended to apply to the Stapleford Park development)</p>	<p>Low Efficiency Rating</p> <p>The costs of this option on character and amenity values have the potential to have significant impacts and as such this option gains a low rating.</p>
3	Apply rules and performance standards that are tailored to the Bull Hill environment.	<p>Highly Effective</p> <p>This is a true effects based approach that recognises the special character features, the existing topography of the area and the surrounding physical environment. This option encourages innovation and variety in development design and will be effective in achieving a high quality environment given the emphasis on achieving the principles of the NZ urban design protocol.</p> <p>This option is effective in achieving BHO1 and BHO2.</p>	<p>It reduces the flexibility of landowners in undertaking certain activities on their sites without the need for resource consent application.</p>	<p>This option provides the following benefits:</p> <ul style="list-style-type: none"> • recognition of the special character, and amenity values of the area. • certainty that the appropriate level of assessment will be undertaken for any activity that is out of character or scale with the physical environment. 	<p>Highly Efficient</p> <p>The benefits of this option outweigh the costs and this option provides an appropriate way to achieve the objectives of the zone.</p>

ISSUE 3: Retention of existing vegetation which provides character to the area – Option 2 is recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	No specific rules or standards relating to the protection of trees	Low Effectiveness Rating This option would allow landowners and developers the ability to remove any and all existing trees within the neighbourhood and therefore would not be effective in retaining existing vegetation that provides character to the area.	This option would have environmental costs resulting from a reduced level of amenity within and surrounding the neighbourhood and a loss of character.	Provides benefits in terms of the flexibility to development sites without restrictions in respect of existing trees and vegetation. No additional costs incurred in respect of resource consent applications	Low Efficiency rating This option is not efficiency as the costs associated with a loss of character and amenity for the surrounding area outweigh the benefits of providing development flexibility.
2	Specifically identify significant stands or groups of trees on the Iona Structure Plan and include policy direction and standards in the specific neighbourhood provisions to retain these.	High Effectiveness Rating Specifically protects and retains the primary Avenue of trees that contributes most to the character of the area while encouraging retention of other mature trees through flexibility in site size and subdivision design.	Costs of consent applications to remove one or more trees identified within the Avenue including any costs associated with specialist reports required to assess significance of trees and the impact of their removal on the special character of the area	Provides certainty to the community that the most significant stand of trees which runs across the development area is retained. Environmental, social and cultural benefits of the retention of existing amenity values associated with the trees Economic benefits of providing this new development area with an already established level of amenity which makes it more attractive to prospective purchasers	High Efficiency Rating The benefits of this option include environmental, economic, social and cultural aspects which clearly outweigh the cost of consent to remove one or more of these trees. As such a high efficiency rating is achieved.
3	Standards and/or rules which ensure Resource Consent and assessment is required when removing trees of a certain size and/or age	High Effectiveness rating This option would be effective in maximizing the protection of existing mature trees however it would also constrain development to an extent that the targets for development yield and capacity set by the RPS and Environment Minister would not be achievable.	Does not promote land use efficiency and undermines achievement of development targets Constrains future site development of residential lots Costs of consent applications to remove trees and costs associated with any specialist reports required to assess significance of trees in terms of size and age	Maximises the protection of existing mature trees Provides certainty to the community that existing trees of a certain height or age will remain.	Low Efficiency Rating This option has a low level of efficiency as the costs associated with its implementation are significant particularly in terms of land use efficiency. These benefits of this option are not sufficient to outweigh the costs.

ISSUE 4: The appropriate provision of a small scale commercial activity that services the proposed residential area – option 3 is recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	No specific rules or provision to provide for commercial activity at all	Low Effectiveness Rating This option does not achieve the intent of BHO3 as no residential amenities would be able to establish to help create a sense of community around the neighbourhood reserve area	The costs of this option include: No dairy or amenities would be provided within walking distance of this new urban development area (meaning the potential for a reduction in vehicle trips would be lost as residents travel to the nearest amenities located at Palmerston Rd or the Village Centre) The open space reserve area would not benefit from the safety aspects of having an activity on its edge;	Certainty for residents that no commercial activities of any scale or nature would be able to establish.	Low Efficiency rating The costs outweigh the benefits making the efficiency of this option low.
2	Apply a Suburban Commercial Zoning to provide for commercial activities to service the new residential area	Low Effectiveness Rating This option would allow for a significantly greater level of development than option 3 and would therefore not be effective in achieving objectives BH01 or BH03.	The costs of this option include the significant adverse impacts on character and amenity of the neighbourhood and surrounding zones.	Less restrictions on the development of commercial activity No additional costs associated with consent applications	Low Efficiency Rating The costs associated with this option are considerable and would outweigh the benefits completely.
3	Apply a tailored set of rules and performance standards for a specific café / dairy activities of a scale and intensity that complements the character and amenity of the area	High Effectiveness Rating This option appropriately gives effect to objective BHO3. This option also achieves objective BHO1 as it helps to create a sense of character for this new	The costs associated with the policy include the potential yield reduction of 1 residential section to accommodate such an activity (however the option to develop this land for	The benefits of this policy include providing certainty around the location, nature and scale of the café/dairy activity. It also provides a clear statutory direction for any	High Efficiency Rating The costs associated with a reduction in yield in this area can be off-set through the flexibility of the density provisions across the Bull Hill

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		residential area. It also assist in ensuring that the reserve area and surrounds are a safe environment, particularly after dark, contributing to achieving a high quality residential environment.	residential purposes is also retained within the provisions). There are also costs associated with a perception that such an activity would impact on the existing amenity values of the neighbouring rural residential area as a result of an increase in traffic from out of the area visiting the café or dairy activity. Costs associated with any resource consent application to establish such activities.	potential resource consent applicants. The provision for such an activity contributes to achieving a high quality residential environment in that it activates the edge of the open space reserve and enhances the safety of the area, particularly after dark while retaining the character and amenity of the open space area. Potentially assists in a reduction of vehicle trips given amenities are located within walking distance to the residential area	neighbourhood. In addition those perceived costs associated with the potential for adverse amenity effects of such an activity can be managed through conditions of consent to ensure the amenity of the surrounding existing zones can be maintained. In all aspects the benefits of this option outweigh the costs making it highly efficient.
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CONCLUSION:

Taking into account the above analysis, it is considered that the policies, rules and other methods outlined in respect of the Bull Hill Neighbourhood of the Iona Special Character Zone are the most appropriate to achieve the objectives of the neighbourhood and new zone as well as the existing relevant objectives of the Proposed District Plan and the Hawkes Bay Regional Policy Statement.

8.2.3.2 Iona Terraces Neighbourhood

Methods: Rules for the Iona Terraces Neighbourhood

The following rules form the regulatory basis of the Iona Terraces Neighbourhood, although to be fully understood they need to be read in conjunction with the Zone performance standards which set thresholds and parameters which the activities listed below are required to meet. These rules are the mechanism that will implement the objectives and policies for this zone.

RULE TABLE 8.3.3.1 IONA SPECIAL CHARACTER ZONE –BULL HILL AND IONA TERRACES NEIGHBOURHOODS		
RULE	LAND USE ACTIVITIES	ACTIVITY STATUS
ISC1	Residential Activities (except comprehensive residential development.	P
ISC2	Supplementary Residential Buildings.	P
ISC3	Relocated Dwellings	P
ISC4	Home Occupations	P
ISC5	Show Homes	P
ISC6	Temporary Military Training Activity	P
ISC7	Visitor accommodation	P
ISC13	Relocated buildings not meeting one or more of the relevant general or specific performance standards and terms	RD
ISC14	Any permitted activity not meeting one or more of the relevant general or specific performance standards and terms (except activities not complying with performance standard 8.3.5A and 8.3.5B Residential Density and 8.3.6G(a) minimum site size and (e) gross floor area standards for Supplementary Residential Buildings)	RD
ISC15	Supplementary Residential Buildings not meeting the minimum site size or gross floor area standards (8.3.6G(a) and (e).	D
ISC16	Residential Activities not meeting the density standards within the relevant neighbourhood (8.3.5A and 8.3.5B)	D
ISC17	Temporary Events in the Iona Terraces Neighbourhood	D
ISC26	Any activity not otherwise provided for as a permitted, restricted discretionary or discretionary activity	NC

ISSUES

1) The most appropriate minimum site size rules for the Iona Terraces neighbourhood.

2) The development control rules and criteria that apply to the Iona Terraces neighbourhood that are inconsistent with the Bull Hill neighbourhood and the Havelock North Residential zone.

Should the activities provided for in the Iona Terraces neighbourhood have the same activity status as those in the other neighbourhoods in the development or the wider Havelock North Character or General Residential Zones?

3) The ability to create pockets of smaller size lots in the Terraces.

Should provision be made for a limited number of smaller lot sizes within the Terraces?

4) Defining the Iona Terraces boundaries.

Deciding what land to include in the Iona Terraces neighbourhood and what land to leave zoned Rural Residential. Submissions on the draft structure plan were made by a small number of landowners requesting that their land be included in the rezoning and one that it be excluded.

5) The special road reserve features adjacent to Lot 3 DP28810

Should additional setbacks from the road carriageway be provided adjacent to Lot 3 DP 28810?

Issue – Most appropriate minimum site size rules - Option 4 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Apply the minimum site size rule of 700m ² from the Havelock North Character Residential Zone.	<p>Low Effectiveness Rating</p> <p>Applying the rules and performance standards from the Havelock North Character Zone would not be effective in that they would not achieve a transition of density from the Bull Hill to the Iona Plateau or retain the special landscape character of the area (ITO1). This option would not achieve the maintenance of amenity values in the adjoining rural residential zones (ITO3) nor the desire for variety in site size and house type (ITO2)</p>	<p>This option would have significant costs associated with the amenity values of the adjoining rural residential zone, and the special character and level of amenity desired to be achieved within the Iona Terraces neighbourhood.</p>	<p>Provides for consistency of site size rules across the neighbourhood and Havelock North Residential Environment</p>	<p>Low Efficiency rating</p> <p>The costs outweigh the benefits as the effects on character and amenity values are likely to be significant given the use of a blanket minimum site size rule.</p>
2	<p>Use of minimum site sizes in specific areas or bands that gradually increase site size as you travel up the Spine Road. Area A – 600m², Area B – 700m², Area C – 900m² and Area D – 1000m².</p> <p>In addition, an allowance for: 1 section within area A shall be nominated for a duplex or comprehensive residential development, 2 sections within area B and 2 sections in</p>	<p>Low effectiveness rating</p> <p>This option will retain existing amenity levels of the adjoining Rural Residential zone through Area D and thereby achieve ITO3. However the segregation of density levels within the terraces neighbourhood may have adverse effects on the special landscape values of the area and create a uniformity to development this not meeting objective ITO1.</p>	<p>The costs of this option include that it segregates density by identifying specific density bands and therefore are unlikely to achieve variety of site size or house type within a street. As such the potential for more uniform subdivision patterns is promoted by these set density areas, even with additional allowance for CRD this is not considered to provide for sufficient variety.</p>	<p>The benefits of this option include:</p> <ul style="list-style-type: none"> Providing for a transition of site sizes as you travel up the main spine road; Encourages a little variety by providing for CRD sites in each area Promotes an efficient use of land; Retains amenity of the adjoining rural residential zone through Area D. 	<p>Moderate efficiency rating</p> <p>The benefits and costs of this option are evenly numbered however, the benefits of the option are not of a sufficient degree to outweigh the costs.</p>

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	area C. No comprehensive residential development options to be identified in area D.	While the option seeks to provide variety in house type this is not considered sufficient to provide a mix of lots sizes in any one lane. Therefore not meeting objective ITO2.			
3	Average of 900m ² areas A-C 1000m ² minimum for area D	Moderate Effectiveness rating This option will retain existing amenity levels of the adjoining Rural Residential zone through Area D and thereby achieve ITO3. However such a high average would not provide an efficient use of the land. This options may also not achieve sufficient variety given the high average site size and therefore may only achieve ITO2 to a low level. ITO1 would be achieved through providing for a transition in density.	An average site size of 900m ² would not achieve the efficient use of this land and would likely result in the development capacity for the area to fall short of the required 390-400 dwellings.	Using an average site size of 900m ² will provide a transition between the Bull Hill and Upper Plateau and would appropriate retain the landscape character of the area. An average site size provides more flexibility for land developers and encourages variety however the variety achieved may not be as great given such a high average. The option retains the amenity values of adjoining rural residential via the higher minimum site size of area D	Moderate Efficiency rating This options has significant benefits in terms of the retention of character and amenity levels both within the adjoining the neighbourhood. However the potential for inefficient use of land reduces its efficiency rating.
4	An average site size of 800m ² with a minimum of 600m ² in areas A-C Plus provision for a limited number of smaller sites (for variety) through additional subdivision rules (exceptions to minimum site size) – max 2	High Effectiveness rating This option will enable site size variety while ensuring that an appropriate transitional density is achieved between the Bull Hill and Upper Plateau neighbourhoods that retains character and amenity both within the neighbourhood and adjoining areas while using land efficiently. This option	Costs of this options include the time and cost required for a RDNN subdivision application to assess proposals and ensure site size variety is achieved.	The benefits of this option are that it provides for development at level that is efficient while also being sensitive to the landscape values of the neighbourhood and adjoining lower density Iona Plateau area and Rural Residential Zone. This option encourages variety through an 800m ² average. Variety is also	High Efficiency Rating This option has the greatest level of benefits by comparison with other options with few costs identified.

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	<p>sites of between 350m² – 500m² in area A and a max of 3 sites between 350-500m² in each area B and C.</p> <p>An overall maximum total density of 13 dwellings per hectare across Areas A, B and C</p> <p>1000m² minimum for Area D.</p>	<p>assists in achieving the RPS and Ministry targets set for this area.</p> <p>This option is highly effective in achieving objectives ITO1, ITO2 and ITO3.</p>		<p>provided for through the additional provision of a fixed number of site sizes in each area below the 600m² minimum. Together these provisions seek to enable a greater flexibility to achieve variety within each street or lane than the other options.</p>	
5	<p>700m² average site size for identified areas A, B and C on the Iona Structure Plan) with an absolute minimum of 350m² and an allowance for a maximum of 3 sites of between 350m² and 500m² on each side street off the main collector road.</p>	<p>Low Effectiveness Rating.</p> <p>This option achieves ITO2 in terms of its provision for site size variety. However it is not effective in achieving ITO1 or ITO3 – which relate to the maintenance of amenity values and character of the neighbourhood and those lower density zones and areas that surround it.</p>	<p>This costs of this option include that it does not provide a transition area to the adjoining Rural Residential Zone and therefore does not sufficiently address amenity and character effects on this Zone.</p> <p>The 700m² average site size equates to an overall density of 14 dwellings per hectare which is not considered sufficiently different from the Bull Hill minimum of 15 dwellings to create a transition.</p> <p>The minimum site size of 350m² is not considered an appropriate size to maintain the landscape values of the Iona Terraces neighbourhood and would likely have</p>	<p>The benefits of this option are that it achieves variety by using an average site size coupled with the additional provision of a fixed number of smaller sites.</p>	<p>Low Efficiency Rating</p> <p>The costs of this option in terms of character and amenity effects are significant and have resulted in a low rating.</p>

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			significant adverse impacts on the character of the area.		
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Issue - Consistency of Development Control Rules- Option 2 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Apply the rules and performance standards from either the Bull Hill neighbourhood or the Havelock North Character Residential Zone.	Moderate Effectiveness Rating Applying the rules and performance standards from either the Bull Hill neighbourhood or the Havelock North Character Zone would not be effective in that they would not appropriately recognise the topography of the neighbourhood or the landscape values that are associated with it. Careful consideration should be given to the scale of development in this neighbourhood.	This option would have significant costs on the landscape values of the Iona Terraces. This neighbourhood is much more visible from the Plains and allowing for activities that are of scale unsuited to this environment would come at a high cost to the landscape values and the amenity values of adjoining rural residential properties.	Provides for consistency of rules across the development and/or the Havelock North residential environment	Low Efficiency rating The costs outweigh the benefits as the true effects of activities are not appropriately considered. It is against the placed based foundations of the Proposed District Plan.
2	Apply rules and performance standards that are tailored to the Iona Terraces environment.	Highly Effective This is a true effects based approach that recognises the different physical environments that comprise the area to be rezoned as Iona Residential.	It reduces the flexibility of landowners in undertaking certain activities on their sites without the need for resource consent application.	It provides recognition of the landscape and amenity values of the area. It provides certainty that the appropriate level of assessment will be undertaken for any activity that is out of character or	Highly Efficient The benefits outweigh the costs as this is an effects based approach and is an appropriate way to achieve the objectives of the zone.

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		This option is effective in achieving ITO1, and ITO3		scale with the physical environment.	
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Issue - Smaller Lot Sizes within the Terraces- Option 1 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	<p>Provide for some diversity in the minimum lot sizes throughout each section of the Terraces area of the development.</p> <p>This method introduces the ability to have up to two smaller lots within the centre of the Terraces section of the proposed development with the idea of providing variety in lot sizes and preventing a 'cookie cutter' approach to the subdivision layout.</p>	<p>Moderate/High Effectiveness Rating</p> <p>It is effective in that it will better assist in meeting the Objective ITO2 which is to provide for a diversity of lot sizes and house sizes. It is moderate to high as it could have a minor effect on the aim to transition from smaller to larger lots as the development proceeds up the hill.</p>	<p>The costs associated with this option are those associated with the effects on the amenity of through the visual effects of the cluster of smaller lots within the centre of the Terraces development.</p>	<p>This provision will provide benefit through creating a diverse residential environment by ensuring that lot sizes vary within the sections of the Terraces neighbourhood. It will provide greater choice in housing types.</p>	<p>High Efficiency Rating</p> <p>This method is highly efficient in that the benefits outweigh the costs. It will also assist in meeting the HPUDS density targets for greenfield development.</p>
2	<p>Provide for the same minimum lot sizes throughout each section of the Terraces area of the development.</p>	<p>Moderate/High Effectiveness Rating</p> <p>This option has the same effectiveness rating as Option 1 for reasons that are the opposite of that</p>	<p>The costs of this option are the loss of diversity in the layout and the loss of additional sites within the development</p>	<p>The benefits of this option are the reduction in density within the neighbourhood and the benefits that may accrue to the landscape and amenity values.</p>	<p>Moderate to High Efficiency Rating</p> <p>This option is not as efficient as Option 1 as it does not meet Objective ITO2 to the same degree as the level of diversity</p>

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		option ie it will better meet the objective of transitioning from smaller sites to larger sites as the development proceeds up the hill but it will not be as effective in meeting objective ITO2.			achieved is lower. The costs outweigh the benefits in this option.
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Issue - Defining the Iona Terraces neighbourhood boundary- Option 3 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Retain neighbourhood boundary as shown in the Draft Structure Plan.	High Effectiveness Rating This is an appropriate boundary as it is based on landscape advice for a logical boundary that follows the ridgeline and property boundaries. It allows for the development to be hidden from view on Lane Road thereby maintaining the rural residential amenity and	Potential cost to the economic well-being of those land owners who seek to have their properties within the zone. There is a potential cost to the social wellbeing of the landowner who is seeking to have their land excluded. Costs can also arise from the community perceiving that there is no logical	The benefits of this option are that it is a boundary based on strong landscape advice that follows a logical defendable boundary along the ridgeline and therefore will be readily accepted by the community.	Moderate/High Efficiency rating The option is highly efficient in meeting the landscape and amenity objectives. However this must be considered against the effects to the landowners who have made informal submissions on the draft structure plan.

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		landscape values of the Rural Residential zone.	reasoning behind the boundary.		
2	Amend the boundary by including those submitters on Lane Road who sought inclusion.	<p>Moderate/ High effectiveness Rating</p> <p>A number of submitters on Lane Road have sought that their properties or a portion of their properties be included in the new zone, thereby providing for additional development. The landowners have provided a landscape assessment that shows that the amended boundary will not have any adverse effect on the landscape values associated with Lane Road and the Rural Residential zone.</p> <p>This option is not effective in achieving the objective that the development should not access Lane Road.</p>	<p>Costs can arise from the community perceiving that there is no logical reasoning behind the boundary.</p> <p>There could be costs to the amenity of adjoining landowners due to the increased density of development and the greater level of traffic on Lane Road.</p>	Benefits accrue for the landowners and for additional sites able to be created although these are small in number.	<p>Moderate Efficiency Rating</p> <p>This option only provides for one additional site to the landowners involved and it is inefficient to have zone boundaries that cut across property boundaries.</p> <p>The costs of this option outweigh the benefits and therefore it is rated as being only moderately efficient in meeting the objectives.</p>
3	Amend the boundary by excluding the land of the	Moderate/High Effectiveness Rating	As for Option 2 costs can also arise from the community perceiving that	In his submission the Draft Structure Plan the landowner has stated that	High Efficiency Rating

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	submitter at Lot 3 DP28810 who sought exclusion.	The exclusion of the land from the zone will not undermine the integrity of the zone. However there is a perception issue associated with the gap in the zoning and therefore this option can only be seen as being moderate to highly effective.	there is no logical reasoning behind the boundary. There will also be costs to the landowner in terms of loss of economic potential from his land.	the rezoning will have significant adverse effects on his enjoyment of his property and the amenity that he has created. The benefits will accrue to this landowner only.	The benefits to the landowner are real and the costs also largely fall on the landowner so these are neutral in terms of efficiency. The option is also highly efficient in meeting the landscape and amenity objectives.
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Issue- Special setback provisions adjacent to Lot 3 DP 28810 – Option 1 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Provide additional road carriageway setbacks from Lot 3 DP 28810. The owner of Lot 3 DP28810 sought through the informal submission on the Draft Structure Plan to have his property excluded from the rezoning and for mitigation measures from the new access road to the Upper Plateau.	High Effectiveness Rating The owner of Lot 3 DP 28810 is undoubtedly the property owner most affected by the construction of the new spine road and the owner has sought to have his property remain in the Rural Residential zone.	There will be financial costs to the developer in setting aside a greater area of road reserve to be vested in the Council.	The benefits will principally accrue to the landowner of Lot 3 DP 28810 in providing higher level of amenity for the property. There will be benefits for the general amenity of the Terraces neighbourhood through the larger road reserve and the avenue of trees that is to be planted within it.	Moderate to High Efficiency Rating The benefits outweigh the costs in terms of meeting Objectives ITO1 and ITO3. However it does not fully meet Policy ITP2 as it goes beyond the standard for rural roads and therefore may not be considered an efficient use of the land. For

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		The option is effective as it will provide a buffer for the extent of the boundary, will assist in protecting the trees planted on the property owners boundary and will reduce the potential glare from car lights.			this reason it is considered to be moderate to high in its efficiency.
2	Provide standard road reserve dimensions adjacent to Lot 3 DP28810	<p>Moderate Effectiveness Rating</p> <p>The standard rural road formation is not considered by the landowner of Lot 3 DP28810 to appropriately mitigate the effect of the residential development on the property boundary. The property owner has also sought that the zoning of the property remain in the Rural Residential zone. For this reason this option can only be considered as being moderately effective in meeting the objectives ITO1 and ITO3.</p>	The costs of this option will be related to the loss of amenity felt by the owner of Lot 3 DP28810.	The benefits of this option will be in the consistent application of the roading construction standards.	<p>Moderate to High Efficiency Rating</p> <p>This option would normally be highly efficient in meeting the Objectives ITO1 and ITO3 as the road standard adopted is the one that applies to a rural environment. However due to the alignment of the proposed road on the structure plan the landowner has submitted that the effects on his property will be more than minor. For this reason the efficiency is reduced to a moderate to high rating.</p>

8.2.4 SECTION 32 EVALUATION IONA PLATEAU NEIGHBOURHOOD

8.2.4.2 RULES FOR THE UPPER PLATEAU NEIGHBOURHOOD

The following rules form the regulatory basis of the Upper Plateau Neighbourhood (an overlay of the Iona Special Character Zone), although to be fully understood they need to be read in conjunction with the Zone performance standards which set thresholds and parameters which the activities listed below are required to meet. These rules are the mechanism that will implement the objectives and policies for this zone.

RULE TABLE 8.3.3.2 IONA SPECIAL CHARACTER ZONE –THE IONA PLATEAU NEIGHBOURHOOD OVERLAY (REFER APPENDIX 13A FIGURE 1 OF THE PDP)		
RULE	LAND USE ACTIVITIES	ACTIVITY STATUS
IPN1	Residential Activities within the identified building platform.	P
IPN2	Home Occupations within the identified building platform and within the Principal Residential Building	P
IPN3	Supplementary Residential Buildings within the identified building platform.	P
IPN4	Visitor accommodation within the identified building platform	P
IPN5	Relocated buildings within the identified building platform	P
IPN6	Temporary Military Training Activity	P
IPN7	Relocated buildings not meeting one or more of the relevant general or specific performance standards and terms	RD
IPN8	Any permitted activity not meeting one or more of the relevant general or specific performance standards and terms (except permitted activities under Rules IPN1,2,3 and 4 not complying with the following standards Height, Density, Identified Building platform and Total Building area)	D
IPN9	Temporary Events	D
IPN11	Permitted Activities under Rules IPN1, 2, 3 and 4 not complying with the following standards Height, Density, Identified Building Platform or Total Building Area.	NC
IPN12	Buildings Accessory to Supplementary Residential Buildings	NC
IPN13	Any activity not otherwise provided for as a permitted, restricted discretionary or discretionary activity	NC

8.3 ISSUES

ISSUE	EXPLANATION
The suite of development controls used to retain landscape character and compatibility with the adjoining Rural Residential Zone	<p>This area has previously been identified in the District Plan as a Rural Landscape Character Area (RLCA6). While no rules specifically apply to this area, it is intended that that a design guide (non-regulatory method) be used to inform development proposals. The design guideline illustrates possible design solutions for avoiding or mitigating adverse visual and landscape effects associated with buildings, earthworks and subdivision. The Plan identifies the following for RLCA6:</p> <ul style="list-style-type: none"> • <i>Retention of vegetation cover on the foothills particularly around the small valleys extending down the slopes; and</i> • <i>Management of built form, bulk, scale and colour that is in keeping with the natural patterns of the landscape³².</i> <p>While the area is no longer proposed to be rural in nature, and this method therefore no longer apply, it is considered that these qualities are still important. The desire to retain many of the existing landscape features that the local community identify with and value, has come through both strongly in the work undertaken by the Working Group and in community consultation. These landscape qualities are one of the reasons people choose to live in the adjoining Rural Residential Zone, which borders the plateau on three of its four boundaries. Utilisation of these features will contribute to a high amenity urban environment. There is therefore a need to balance development against the above.</p>

Issue 1: The suite of development controls used to retain landscape character and compatibility with the adjoining Rural Residential Zone						
Preferred Option: 3 (Adopt the Masterplan and new suite of provisions which are tailored to the Iona Plateau environment)						
Option	Method	Effectiveness Rating & Reasons	Reason for Effectiveness Ratings	Costs	Benefits	Efficiency Rating & Reasons
1	Status Quo – Retention of the existing Rural Residential Zone (RRZ) Provisions	Low	Retention of the RRZ would conflict with the Hawkes Bay Regional Policy Statement (the higher order planning document) and affect the implementation of the Districts Regional Growth Strategy. Growth intervention is seen as necessary to recognise the actual or potential effects that urban growth can have on people, communities and the natural environment. It would also fail to meet optimal site yield intensification objectives, resulting in an inefficient use of the identified land resource. Noting that this needs to be balanced against the maximum natural capacity within the constraints that exist, which is discussed in more detail below.	It will not result in optimal site yield intensification objectives for this RPS identified site. Not implementing, residential settlement patterns in accordance with the RPS, will result in piecemeal planning and incremental development occurring on the versatile soils of the Heretaunga Plains.	A roll over of the operative RRZ will be simple to administer and familiar to plan users.	Low Efficiency Rating The costs outweigh the benefits, as retaining the RRZ will be inconsistent with the RPS objective of seeking urban intensification within existing Rural Residential Zone boundaries.
2	Adopt the Provisions from the Adjoining Iona Terraces Neighbourhood	Low	Applying the rules and performance standards from the adjoining Iona Terraces Neighbourhood would not be effective in that they would not appropriately recognise the topography of the neighbourhood, the	This option would have significant costs on the landscape and amenity values of the Iona Plateau Neighbourhood This neighbourhood has a wide viewing	Provides for a consistency of rules with other neighbourhoods in the Iona Special Character Zone.	Low Efficiency Rating The costs of this option outweigh the benefits, as it does not recognise the physical environment.

³² Proposed Hastings District Plan, Appendix 45

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			<p>landscape and amenity values that are associated with it or adjoining Rural Residential zoned properties.</p> <p>Careful consideration should be given to the scale of development in this neighbourhood, which is why the engagement of a landscape Architect was a key contributor to the work undertaken by the Iona Working Group.</p>	<p>audience and allowing for activities that are of scale unsuited to this environment would come at a high cost to the landscape values and the amenity values of adjoining rural residential properties. This option does not recognise the place based approach adopted in the review of the Proposed District Plan.</p>		
3	Adopt the Masterplan and new suite of provisions which are tailored to the Iona Plateau environment	High	<p>This is a true effects based approach that recognises the physical environment and landscape qualities, and meets Objective IPO1 and 2:</p> <p><i>Objective IPO1: A high standard of residential amenity within the Iona Plateau neighbourhood; and</i></p> <p><i>Objective IPO2: The existing landscape character and amenity values of the adjoining Rural Residential Zone are retained and maintained.</i></p>	<p>Landowners will be subject to more regulation and potentially greater consenting costs compared to some of the other alternatives.</p> <p>Developments will need to be carefully thought through to ensure it is in accordance with the objectives of the zone and meets the performance standards (could equally be seen as a benefit as results as higher quality developments).</p>	<ul style="list-style-type: none"> • Provides recognition of the landscape and amenity values of the area which has a wide viewing audience; • Provides the community with a diversity of housing choice; • Gives effect to the higher order District Plan Objectives and Policies; • Creation of a high quality residential development which has a high standard of residential amenity that takes into account values of existing adjoining property owners; • It provides certainty around the level of development that is appropriate and that any activity that is out of character or scale with the physical environment will be subject to resource consent; • Gives effect to the Regional Policy Statement. 	<p>High Efficiency Rating</p> <p>The benefits outweigh the costs, as it provides recognition of amenity and landscape values and is an appropriate way to achieve the objectives of the neighbourhood and zone.</p>
4	Total of twenty (20) lots which could occur anywhere within the Iona Plateau Neighbourhood plus adopt the new suite of provisions	Low to Moderate	<p>This option may not appropriately recognise the topography of the neighbourhood, the landscape and amenity values that are associated with it or adjoining Rural Residential zoned properties.</p> <p>It has been identified that careful consideration should be given to the scale of development in this neighbourhood, which is more difficult under this option.</p>	<p>Effects are more difficult to manage and do not give adjoining property owners within the adjoining Rural Residential Zone the same level of certainty around where development might occur in the plateau area.</p>	<ul style="list-style-type: none"> • May provide some recognition of the landscape and amenity values of the area which has a wide viewing audience; • Provides the community with a diversity of housing choice; and • Might give effect to the higher order District Plan Objectives and Policies. 	<p>Low to Moderate Efficiency Rating</p> <p>This option does not provide the best means of achieving recognition of amenity and landscape values and the objectives of the neighbourhood and zone.</p>

8.3.1 METHODS: RULES FOR THE BREADALBANE AVENUE SPECIAL CHARACTER AREA

The Breadalbane Special Character Area will be zoned Havelock North Character Residential Zone, with an overlay for the special character area. The following rules form the regulatory basis of the Havelock North Character Residential Zone, although to be fully understood they need to be read in conjunction with the Zone performance standards which set thresholds and parameters which the activities listed below are required to meet. These rules are the mechanism that will implement the objectives and policies for this zone.

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RULE TABLE 8.2.4.2 - HAVELOCK NORTH CHARACTER RESIDENTIAL ZONE		
RULE	LAND USE ACTIVITIES	ACTIVITY STATUS
HNCR1	Residential Activities (<u>EXCEPT</u> construction of new buildings in the Toop Street Special Character Area (in which case Rule HNCR8 shall apply) and Comprehensive Residential Development)	P
HNCR2	Home Occupations	P
HNCR3	Temporary Events	P
HNCR4	Scheduled Activities – any activity listed in Appendix 26 in respect of the stated site and which complies with all relevant District Wide Activity rules	P
HNCR5	Non-Residential Care Facilities	P
HNCR6	Visitor accommodation for up to 5 people	P
HNCR7	Recreation Activity that occurs on reserves vested the Reserves Act 1977.	P
HNCR8	Any building ancillary to a Recreation Activity on reserves vested under the Reserves Act 1977 with a maximum gross floor area of 50m ²	P
HNCR9	Existing Recreation Activity including extensions and alterations not exceeding 15% of the gross floor area, and / or not exceeding 15% of site, as at 12/09/2015	P
HNCR10	Relocated Buildings <u>EXCEPT</u> in the Toop Street Special Character Area (Appendix 37).	C
HNCR11	Construction of new buildings and additions that exceed 20m ² in area in the Toop Street Special Character Area (Appendix 37).	RDNN
HNRC12	Relocated Buildings in the Toop Street Special Character Area (Appendix 37)	RDNN
HNRC13	Any building ancillary to a Recreation Activity on reserves vested under the Reserves Act 1977 with a gross floor area greater than 50m ²	RDNN
HNRC14	The alteration of existing Recreation Activity exceeding 15% of the gross floor area, and / or exceeding 15% of the site, as at 12/09/2015	RD
HNCR15	Homes for the Aged	RD
HNCR16	Any Permitted or Controlled Activity not meeting one or more of the General Performance Standards and Terms in Section 8.2.5 <u>EXCEPT</u> activities not complying with General Performance Standard 8.2.5A (Density).	RD
HNCR17	Emergency Service Facilities	RD
HNCR13	Early Childhood Centres	D
HNCR18	Places of Assembly	D

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RULE TABLE 8.2.4.2 - HAVELOCK NORTH CHARACTER RESIDENTIAL ZONE		
RULE	LAND USE ACTIVITIES	ACTIVITY STATUS
HNCR19	Educational Facilities (<u>EXCEPT</u> for those existing Educational Facilities listed in Appendix 26)	D
HNCR20	Health Care Services	D
HNCR21	Any Permitted or Controlled Activity not meeting one or more of the relevant Specific Performance Standards and Terms in Section 8.2.6 <u>EXCEPT</u> Supplementary residential buildings not complying with Specific Performance Standard 8.2.6D (b).	D
HNCR22	Residential Activities not meeting General Performance Standard 8.2.5A (Density).	D
HNCR23	Supplementary Residential Buildings not complying with Specific Performance Standard 8.2.6D (b).	NC
HNCR24	Any activity which is not provided for as a Permitted, Controlled, Restricted Discretionary, or Discretionary Activity	NC

8.3.1.1 Key Issues

From the consultation and information gathered from the issues and options paper, key issues were identified. They were:

1. Minimum Site Size
2. Heritage Protection of John Scott designed dwelling at 71 Breadalbane Avenue
3. Protection of existing mature trees

The explanations of these issues are as follows:

Key Issue	Explanation
1.	Through consultation, site size has been one of the significant issues that has been discussed with the landowners. There has been a range of thoughts with regards to minimum site size, with some landowners wanting greater yield, and others wanting greater levels of protection of amenity which could be achieved through less dense development. Another consideration with site size is the potential for reverse sensitivity effects from the surrounding rural residential sites, and whether there is a need to create a transition Zone into the Rural Residential.
2.	An original John Scott designed dwelling is located within the property of 71 Breadalbane Avenue. John Scott is a celebrated architect within the Hawkes Bay region, and investigations should be undertaken for protecting prominent examples of his unique architectural buildings when the opportunity arises. However due to the location of the dwelling in the centre of the site, protecting the dwelling will reduce the efficient use of the site for infill development. Therefore there is an issue surrounding whether the building should be protected from future removal and redevelopment versus the need to provide for additional dwellings in the Breadalbane Special Character Area.
3.	One of the key characteristics of the Breadalbane Avenue Neighbourhood is the presence of a number of existing large and mature trees, and the associated birdlife that is present. One of the issues when developing the Breadalbane Special Character Area related to the most efficient and effective ways to protect the existing Flora, while still allowing for reasonable flexibility for landowners developing their sites.

ISSUE 1 : Minimum Site Size

Preferred Option – 3

Option Method	Effectiveness rating	Reason for Effectiveness Rating	Costs	Benefits	Efficiency rating	Why Efficiency Rating?
<p>1 ADOPT MINIMUM RESIDENTIAL ALLOTMENTS OF 350M²</p>	<p>Medium</p>	<p>This minimum site size would have medium effectiveness the purpose of the proposal as it would allow for the greatest level of density within the Breadalbane area. There are concerns that this level density of development could be sustainably serviced. The proposal would be less effective in achieving the existing Objectives of the Havelock Residential Environment Section of the District Plan, particularly Objective HNRO1, which requires development to be consistent with other residential areas within Havelock North. While there are 350m² sites within the Havelock North Residential Area, the immediate surrounding property sizes are generally larger.</p>	<p>Environmental – a minimum site size of this small has the potential to severely impact the existing amenity of the Breadalbane Area. The existing Breadalbane Area is characterised as being haphazardly designed, with large open spaces and numerous trees. Having a small minimum site size, would likely mean the need to remove much of the existing Flora to achieve density. It would also likely result in a more uniformed nature of development, losing the haphazard feel.</p> <p>Environmental – the General Residential Zone planning provisions would not encourage the retention of the special characteristics and features of this area that are highly valued by residents and the community in general.</p> <p>Environmental – Potential for reverse sensitivity effects as there would be reduced setbacks to existing Lane Road Rural Residential area.</p> <p>Economic – Need for greater level of road upgrades and treatments for both Breadalbane Ave and the Intersection within Iona Road</p> <p>Economic – To achieve this density of development, there would not to be a high level of infrastructure required to service the site, particularly for stormwater and sewer. The cost of installing this level of service would be prohibitive to the development of the Breadalbane area.</p> <p>Social / cultural – conventional subdivision patterns are likely to result from these planning provisions and as such uniform development of single family houses on a site would follow. The objective of creating a mixed</p>	<p>Environmental – would ensure the maximum yield of allotments could be achieved for the Breadalbane. This is consistent with HPUDs requirements in achieving a high level of development when additional land is rezoned.</p> <p>Economic – Allow for landowners to realise a higher level of profitability from their sites by achieving greater levels of yield</p> <p>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.</p>	<p>Medium/Low</p>	<p>While maximum yield has some benefits, the loss of amenity and difficulty servicing small sites mean efficiency of development of this intensity is severely reduced.</p>

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			community with a variety of section sizes and house types would not be met under these zoning provisions.			
2 ADOPT MINIMUM RESIDENTIAL ALLOTMENTS OF 700M ²	High	Minimum site sizes of 700m ² would be highly effective in achieving the purpose of the proposal as it would allow for the intensification of the existing Breadalbane area while also allowing for site sizes which can be appropriately serviced for stormwater. The proposal would be effective in being consistent with the relevant Objectives of the Plan as it is consistent with site sizes of the surrounding area and it can be appropriately serviced.	<p>Economic – Would reduce the yield achievable from the Breadalbane area which is not as efficient use of the land resource.</p> <p>Social / cultural – Without putting specific rules relating to the protection of existing mature trees, it is likely that a 700m² site size would still result in a number of the larger mature trees needing to be removed or modified to accommodate site boundary and building locations.</p> <p>Environmental – 700m² site sizes would limit the opportunity to create variation in setbacks for new dwellings, as developers would still be looking to achieve efficiency in site design, similar to what happens in other New Urban Development Areas.</p> <p>Economic – It has been indicated that 700m² site sizes would still be difficult to achieve appropriate stormwater servicing solutions. Smaller sites with larger amounts of hardstand will have difficulty retaining all stormwater onsite.</p> <p>Social/Cultural – Likely require some treatments to existing Breadalbane Ave roading as existing character would not be safe for a potential yield of between 50 and 60 dwellings.</p>	<p>Environmental – provides a level of certainty and comfort for existing residents adjoining or neighbouring the rezoning area in terms of the type of development to expect. More likely to retain some of the existing mature trees that are valued by the community because of the larger site sizes.</p> <p>Environmental – Retention of some of the existing characteristics and amenity of the Breadalbane area.</p> <p>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.</p>	Medium/High	Will not achieve the maximum opportunity of site yield, but will protect many of the existing characteristics, and will be more consistent with the surrounding area characteristics. There is still likely to be potential for removal of mature trees and servicing constraints for stormwater would still occur at this site size.
3 ADOPT 1000M ² MINIMUM SITE SIZE	High	A larger minimum allotment of 1000m ² would also be highly effective in achieving the purpose of the proposal as it will still allow for intensification while ensuring that amenity can be maintained. It will also ensure that sites can be appropriately serviced for water, stormwater and wastewater. It will also be highly effective in being consistent with the existing Objectives	<p>Economic – Put a greater reduction in yield for the Breadalbane area, reducing the amount of practicably attainable residential units to approximately 30 – 40 dwellings.</p> <p>Environmental – Would likely still be a need to remove some of the larger mature trees where they will be prohibitive to development.</p>	<p>Economic – A 1000m² site size would provide area onsite to provide for stormwater servicing solutions. It would also reduce the pressure on wastewater requirements on the network.</p> <p>Environmental – Provide for opportunity to protect existing flora through the provision of large site sizes, which will allow flexibility in boundary and dwelling</p>	Medium High	1000m ² minimum site sizes would further reduce the amount of additional sites that could be obtained from the Breadalbane area, but would help ensure that an open, spacious and less uniform development can be created, which can be appropriately serviced and existing Flora can be retained.

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		within the Plan as it will allow for development which is consistent with the surrounding properties, as well as allowing for a transition to the surrounding Rural Residential Zone.	Environmental – Potential that the character of the Breadalbane area will still be altered through the addition of approximately 30 additional dwellings within the area.	location when developing around mature trees and other plant life. Social/Cultural – Reduction in pressures on the existing Breadalbane Ave road. Allowing some rural treatments to continue, and a live and play type atmosphere to be encouraged. Environmental – Ensures an open environment for residents with the opportunity to provide large boundary setbacks, and reducing domination of buildings on the environment. Also allows for larger setback to existing Rural Residential Zone to reduce reverse sensitivity.		
4 LOW DENSITY RESIDENTIAL WITH MINIMUM SITE SIZE OF GREATER THAN 1000M ²	Low	A minimum site size of greater than 1000m ² would be less effective in achieving the purpose of the proposal, particularly the larger the sites become, as there will be less ‘yield’ to be gained and thus not achieving the opportunity for a reasonably number of new allotments from the rezoning. However, it would be able to be appropriately serviced, and maintain a high level of amenity. It would still be consistent in achieving the relevant objectives of the plan, as although it would less compatible with surrounding residential zones, it would still be consistent with the site sizes of the Rural Residential Area. It would also meet objectives around the maintenance of existing character and servicing.	Economic – Largely reduced number of sites able to be developed. Further reductions would also be created by the existing site sizes, as existing boundaries would restrict the ability to create multiple sites. Environmental – Would reduce future productivity of land without creating additional dwellings to meet market demand. Social/Cultural – Would not create meaningful levels of development to meet high residential demand in the District.	Economic – A 1000m ² site size would provide area onsite to provide for stormwater servicing solutions. It would also reduce the pressure on wastewater requirements on the network. Environmental – Provide for opportunity to protect existing flora through the provision of large site sizes, which will allow flexibility in boundary and dwelling location when developing around mature trees and other plant life. Social/Cultural – Reduction in pressures on the existing Breadalbane Ave road. Allowing some rural treatments to continue, and a live and play type atmosphere to be encouraged. Environmental – Ensures an open environment for residents with the opportunity to provide large boundary setbacks, and reducing domination of buildings on the environment. Also allows for larger setback to existing Rural Residential Zone to reduce reverse sensitivity.	Medium/Low	While a large, low density residential site size would result in a greater level of amenity and protection of existing characteristics of the area. It is not considered it would provide enough residential sites to meet HPUDs requirements, nor would it satisfactorily address residential demand within the District.

CONCLUSION:

While both Options 2 and 3 are both appropriate and reasonably efficient. It is considered that Option 3 provides greater balance in protecting the existing characteristics of the Breadalbane Special Character Area while also allowing for a reasonable level of development which would be in line with HPUDs when considering the remainder of the Iona development.

Preferred Option – 3

Option Method	Effectiveness rating	Reason for Effectiveness Rating	Costs	Benefits	Efficiency rating	Why Efficiency Rating?
1. DO NOTHING	Low/Medium	<p>By not protecting the existing dwelling it would allow for maximum flexibility for the property owner as to what they do on their land. The owners would have the ability to do internal and external alterations to the dwelling. There would also be the opportunity to demolish the dwelling if desired. There would be no requirement for outside input.</p> <p>This would be effective in achieving the overall purpose of the proposal as it would allow maximum opportunity for additional dwellings, but would be less effective in achieving Objectives HO1 and HO2 of the Proposed Plan, although this is mitigated by the fact that this building has not been deemed worthy of protection in the past.</p>	<p>Social/Cultural – Risk of not protecting the existing dwelling is that the existing owner or future developers may demolish the existing dwelling, in significantly alter the existing dwelling, thus loses its heritage value to the District. This risk is increased given the dwellings position on the existing site does increase difficulties in developing the site.</p> <p>Environmental – The location and design of existing buildings is one of the defining characteristics of the Breadalbane Ave neighbourhood. Furthermore, the John Scott building was located in the location of the original Chamber’s homestead. By continuing to not protect the John Scott building, there is potential that the most significant building within the environment may be removed.</p>	<p>Economic – Flexibility in developing existing site. Removal or relocation of existing dwelling will improve functionality of subdivision design.</p> <p>Environmental – Potential for a more comprehensive site design which could create better amenity outcomes if dwelling was removed or relocated.</p> <p>Social /Cultural – Greater flexibility for landowners wishing to undertaking alterations to existing dwelling.</p>	Medium	<p>Would allow maximum flexibility for owners wanting to further develop their site, but would create potential for a building with significant heritage value to the Hawkes Bay Region to be removed.</p>
2 CATEGORY I PROTECTION	Low	<p>Category I protection is essential for the most significant of Heritage buildings within the District. While the John Scott dwelling is considered to be of heritage value, it is not thought to be ‘places of special or outstanding historical or cultural heritage significance or value’. Therefore giving the dwelling Category I protection would not be effective in achieving the purpose of the proposal as it may limit the opportunity to develop land or achieve the relevant objectives of the Proposed Plan.</p>	<p>Social / Cultural – Existing and future owners will be severely restricted on what they could do with the property, including not being able to undertake internal or external renovations without consent.</p> <p>Economic – Reduced flexibility in developing 71 Breadalbane Avenue further as location of dwelling could not be altered, meaning site cannot be subdivided as efficiently.</p>	<p>Social/Cultural – Maximum protection of a building deemed to have heritage value</p> <p>Environmental – Will mean the site of the existing Homestead and subsequent John Scott building would be unlikely to be removed from the development area for a prolonged period of time.</p>	Low	<p>It is considered that protection of the heritage value of the building can still be attained through giving it a category II status, however this would reduce the restrictions that landowners can do within the property, which should not be impinged as a result of the overall rezoning.</p>
3 CHARACTER RESIDENTIAL ZONING WITH SPECIAL CHARACTER OVERLAY	Medium	<p>Category II protection is afforded to buildings which are ‘places of historical or cultural heritage significance or value’. It is considered that the John Scott dwelling would fall into this category. Category II protection would ensure consent would be required for many alterations, however Consent status is less restrictive than Category I protection. It is considered that</p>	<p>Economic – Reduced flexibility in developing 71 Breadalbane Avenue further as location of dwelling could not be altered, meaning site cannot be subdivided as efficiently.</p> <p>Social/Cultural – Restrictions in the ability to undertake external alterations on the dwelling as well as establishing new buildings within 50m of the Heritage building. Any alteration or new building would require a Resource Consent.</p>	<p>Social/Cultural – Protects from the removal or demolition of the John Scott dwelling.</p> <p>Economic – Allows for property owners to undertake internal alterations without Consent, allowing greater flexibility in use while still protecting the dwelling.</p>	Medium	<p>Protection of the John Scott dwelling at 71 Breadalbane Ave will create reduction of flexibility in the opportunity to create maximum yield from the site, particularly as the dwelling is in the centre of the site. However the protection of the dwelling will lead to the retention of some of the existing architectural characteristics and history of the Breadalbane area, which is a critical aspect of the development in this area.</p>

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		category II protection would be effective in achieving Objectives HO1 and HO2 in that it would protect a significant heritage building, but be less effective in achieving the purpose of the proposal, as it will restrict opportunity to develop the sites for additional dwellings				
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CONCLUSION:
Options 1 and 3 have the same level of effectiveness and efficiency, however for different reasons (Option 1 promotes flexibility, Option 3 promotes amenity values). However it is considered that Outcome 3 is still most appropriate as it will result in the protection of a significant heritage building within the District, while still affording landowners flexibility for additional development of their site.

Preferred Option – 2

Option Method	Effectiveness rating	Reason for Effectiveness Rating	Costs	Benefits	Efficiency rating	Why Efficiency Rating?
1. No specific rules or standards relating to the protection of trees	Medium	<p>Would be effective in allowing for property owners to develop their sites without any restriction, but would provide no incentive for the retention of existing trees, which could dramatically alter the existing characteristics of the Breadalbane Special Character Area.</p> <p>This would be effective in achieving the overall purpose of the proposal as it would allow maximum opportunity for additional dwellings, but would be less effective in achieving Objective HNSMAO6 as it would not reflect the character of the area.</p>	<p>Social/Cultural – Reduced level of amenity by the removal of existing trees. Has potential to reduce liveability for the development</p> <p>Environmental – Potential in loss of existing character for the overall development. Potential for loss of birdlife with removal of trees.</p> <p>Economic – Potential for decreases in property values with loss of large and mature trees.</p>	<p>Economic – Flexibility in developing sites. Retention of existing trees will make site shape and building location difficult.</p> <p>Economic – Reduced cost in consenting requirements.</p>	Medium	<p>Would allow maximum flexibility for owners wanting to further develop their site, but would reduce the existing characteristic of the Breadalbane Special Character Area and has the potential to reduce the amenity values of the neighbourhood.</p>
2 No specific rules or standards, but Policy direction allowing for flexibility in boundary and building location if mature trees are retained.	Medium /High	<p>Encouragement of protection of existing trees, through the creation of Policy that allows for flexibility on lot development would be effective in allowing landowners to develop their sites, while still encouraging the retention of trees where they may become obtrusive to efficiency of design. However some of the effectiveness is lost in that property owners would not be enforced to retain trees, only given greater opportunity to do so.</p> <p>This would be effective in achieving the overall purpose of the proposal as it would allow maximum opportunity for additional dwellings, and would be effective in achieving Objective HNSMAO6 as it would not reflect the character of the area.</p>	<p>Social / Cultural – No specific rules protecting the existing trees may mean that there is a loss of amenity through the reduction of trees, though the potential of this happening will be reduced through flexibility of Policy direction.</p> <p>Environmental – Potential loss of Character through the removal of existing trees.</p> <p>Economic – Potential for decreases in property values with loss of large and mature trees.</p>	<p>Environmental – Encourages protection of existing mature trees by allowing landowners to develop sites around them, and which can incorporate them into the development.</p> <p>Economic – Allows for flexibility in site layout in design by allowing landowners to reduce site sizes when necessary to protect an existing trees, but also permits a tree to be removed when overly restrictive.</p> <p>Social/Cultural – Has potential to allow for a greater level of trees to be retained by allowing flexible site sizes where trees are obtrusive.</p>	High	<p>The inclusion of Policy direction allowing for flexibility of lot design and building location will mean that landowners are encouraged to retain existing trees, as it will allow for greater flexibility as to how they design their developments. Those will increase efficiency by allowing for a greater number of allotments, whilst not restricting how landowners develop their sites.</p>
3 Standards and/or rules which ensure Resource Consent and assessment is required when removing trees of a certain size and/or age	Medium	<p>This Option will be effective in ensuring that the existing character of the neighbourhood is retained through maximum protection of existing trees, but will not be effective in providing for additional residential sections, as some of the larger trees will dramatically affect the usability of</p>	<p>Economic – High potential that sites will be lost through the need to accommodate existing trees. Some of the driplines of trees cover over 100m² of ground area.</p> <p>Economic – Additional costs of consents when needing to undertake building or earthworks within the driplines of existing trees.</p>	<p>Economic – May increase property value as buyers will be ensured that the existing trees within the Breadalbane Special Character Area will be retained.</p> <p>Environment – Ensures that existing tree life and associated birdlife will be retained</p> <p>Social/Cultural – Retention of existing characteristics with in the Breadalbane</p>	Low	<p>While the protection of the existing characteristics and some of the existing amenity of the Breadalbane Special Character Area is considered vitally important to the viability of the zone, the potential reduction of the number of allotments that may be created through the protection of existing trees would be highly inefficient in achieving the purpose of the proposal of addition residential development. Furthermore there is likely</p>

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		sites for subdivision and residential purposes.	Environmental – Difficulty in defining what is a mature or large tree, eg what should be protected and what should not. Potential to lead to issues regarding what is significant enough to be retained and what is not.	Special Character Area which ensures a high level of amenity will be retained.		to be complexity as to which trees deserve protection and which could be removed.
<p>CONCLUSION: Options 2 will provide for suitable levels of flexibility in ensuring the site development is not overly restricted, while also encouraging the retention of existing trees through Policy direction which allows for lot flexibility where developments retain existing trees.</p>						

8.4 Stapleford Park Development Rezoning – Option Evaluation

Issue - Defining the Zoning of the Stapleford Park Development - Option 3 Recommended

Option	Method	Effectiveness Rating & Reasons	Costs	Benefits	Efficiency Rating & Reasons
1	Retain Havelock North Character Residential zoning as shown in the Proposed District Plan	<p>Low Effectiveness Rating</p> <p>The Havelock North Character Residential Zone is characterised by a subdivision pattern which is less regular when compared with the General residential zone as a result of change in the topography on the Havelock North foothills. This creates a range of lot sizes and special landscape values. The rules and performance standards that sit with this zone recognise the generous sites sizes and protect the higher level of amenity that applies to the zone. Minimum site sizes are 700m² within the zone and the performance standards that apply to buildings such as density, coverage and building setbacks are more restrictive than those of the General residential zone.</p> <p>Stapleford Park was developed between 2005 and 2007 with the majority of the site sizes falling below 700m² in area. It is therefore not effective to apply a zoning that results in the existing development being non-complying with the rules.</p>	Potential cost to the landowners who may wish to alter their dwellings and are unable to meet the performance standards thereby requiring them to lodge a resource consent application.	The benefits of this option are that it provides continuity with the existing established zone.	<p>Low Efficiency rating</p> <p>This option has a low level of efficiency in meeting Objective HNRO7 as the Stapleford Park development does not have the special amenity and landscape values that apply elsewhere in the Havelock North Character Residential Zone.</p> <p>The costs outweigh the benefits in this option and therefore it is not efficient in meeting the objective.</p>
2	Amend the zoning to be consistent with that of the adjoining Bull Hill neighbourhood.	<p>Low Effectiveness Rating</p> <p>As set out above the Stapleford Park area is an established development that was based upon the rules of the General Residential Zone in the Operative District Plan.</p> <p>The Bull Hill zoning is a place based set of provisions that recognise the particular characteristics of the land and aim to achieve the objectives set by the Iona Working Group in its design led process. It also seeks to meet density levels set by the Heretaunga Plains Urban development Strategy and implemented by the RPS for new greenfield development. The option of adopting the Bull Hill neighbourhood zone would not therefore be effective in meeting the objectives of the Bull Hill neighbourhood.</p>	Costs could arise from the community perceiving that there is no logical reasoning for the zoning applying when there is not the ability to achieve the objectives or a number of the outcomes sought.	Consistency of rules with the adjoining area.	<p>Low Efficiency Rating</p> <p>The costs of this option outweigh the benefits and the objectives associated with the Bull Hill neighbourhood have been design led. This process did not take into account the Stapleford Park development therefore it is rated as having a low level of efficiency in meeting the objectives.</p>
3	Amend the Zoning to the Havelock North General Residential Zone	<p>High Effectiveness Rating</p> <p>As stated above the Development of Stapleford Park was based upon the provisions of the General Residential Zone in the Operative District Plan. Through the review process</p>	The costs will be lack of consistency with the zone provisions of the adjoining land.	The benefits of this option are those relating to having a set of district plan provisions that best align with the existing development and provide for future use in the most sustainable manner.	<p>High Efficiency Rating</p> <p>The benefits to the landowner are real and far outweigh any costs. The option is more efficient in achieving the objectives of the Havelock North Residential Environment as well as appropriate</p>

		<p>the Havelock North General Residential zone best reflects the objectives, policies and rules of the former General Residential Zone in the Operative District Plan.</p> <p>This option therefore will best align with the existing development and best allow for its future management in a sustainable manner. It will therefore be highly effective in meeting the objectives of the Havelock North Strategic Management area and particularly HNSMAO2.</p>			<p>environmental outcomes for this area as the other options are more likely to trigger resource consent requirements for the landowners within Stapleford Park.</p>
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8.5 Risks of Acting or Not Acting

Section 32(2)(c) of the Resource Management Act requires that the assessment of the efficiency and effectiveness of the provisions in achieving the objectives must ‘assess the risks of acting or not acting if there is insufficient information about the subject matter of the provisions’.

The area of the land subject to Variation 4 has been identified in the Districts regional growth strategies; the Heretaunga Plains Urban Development Strategy and Regional Policy Statement (RPS) as required to meet residential growth needs for the period 2015-2045. Council is required in rezoning land for residential growth needs to give effect to the higher order planning document the RPS. As a medium growth authority Council must also take into account its obligations under the National Policy Statement Urban Development Capacity to provide sufficient land capacity to meet its housing demands.

In advancing this rezoning, substantial design and infrastructure planning work, along with broad community consultation has occurred. There is a desire to retain many of the existing landscape features that the local community identify with and value. As a result Council has prepared a more detailed Structure Plan than it has ever produced previously.

It is considered that the risk of not acting is significant, as it would result in the loss of 55 hectares of land which has been identified as being appropriate for development, and the potential loss of between 390 – 400 dwellings which could provide for housing demand within the Hastings District and Hawkes Bay Region. One of the reasons accepted by the Environment Minister in issuing a Streamlined Planning Process direction to Council for the rezoning of this area, was that there is a shortage of residential zone land and a significant community need.

Should the Iona Residential Rezoning not proceed, there is the risk of less sustainable ad hoc residential development occurring in a dispersed manner throughout the existing Plains Production Zone. This would be in direct response to a lack of supply of appropriately located residentially zoned land being available. Such development would contradict the existing strategic policy direction for land development within the Region.

It is considered that there is adequate information on which to make a decision, costs in not acting, and benefits in acting. Accordingly the proposed Variation should be proceeded, on the basis of the options favoured by the overall assessment.

9 Summary & Conclusions

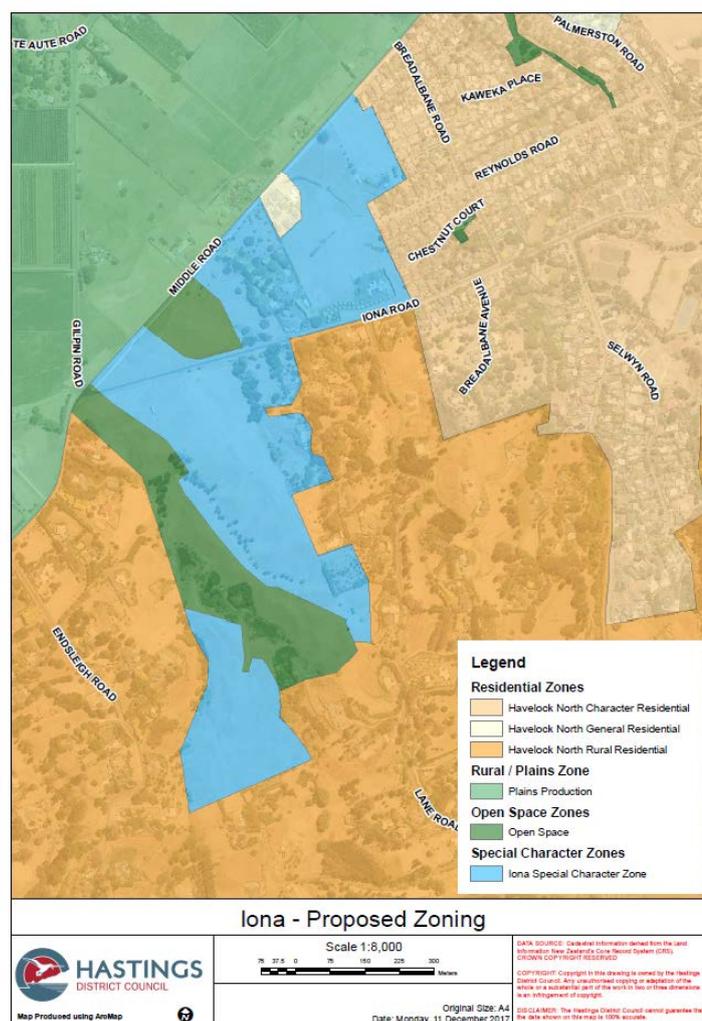
The Iona area is specifically identified in HPUDES as a greenfield growth area for Hastings City, and is similarly identified in the RPS as an appropriate greenfield growth area within the Heretaunga Plains sub-region, in Policy POL UD4.3.

This section 32 summary evaluation confirms the following:

- a) The Iona Urban Development Area represents a suitable greenfield growth area to meet the growth needs of the community.

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- b) Whilst there are reservations about some of the specifics, there generally appears to be reserved support for rezoning of the Iona area greenfield growth area from affected landowners, the neighbouring community and other stakeholders.
- c) The Iona Structure Plan is confirmed as meeting the requirements for Structure Plans in the RPS (POL UD10.3 & 10.4).
- d) 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 Iona urban development area is suitable for urban residential development.
- e) The rezoning of the Iona 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.
- f) Adopting the map changes (depicted in the map below) and Iona Special Character Zone provisions along with the Structure Plan developed for the Iona 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 Iona Road area of Hastings City thereby meeting its obligations under the NPS Urban Development Capacity 2016.



Therefore, adoption of proposed Variation 4 to the Proposed Hastings District Plan is efficient, effective, and appropriate in terms of section 32 of the RMA.

Appendices

Appendix A – Map of Zoning Extent

Appendix B – Current Zoning Map

Appendix C – Residential Growth Area Background Information

Appendix D – Project Newsletters

Appendix E – HPUDS Map for the Iona Area

Appendix F – Consultation Log

Appendix G – Issues and Options Paper

Appendix H – Community Feedback on the Issues and Options Paper

Appendix I – Summary of Feedback Received on the Draft Iona Structure Plan

Appendix J – Structure Plan

Appendix K – Transport Assessment

Appendix L – Stormwater and Wastewater Assessment Servicing Assessment

Appendix M – Wastewater Report

Appendix N- Summary Stormwater Assessment Summary

Appendix O - Landcare Soil Factsheets

Appendix P – Geotechnical Report – Triangle

Appendix Q – Geotechnical Report – Hill