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Thursday, 23 June 2022

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*Te Hui o Te Kaunihera ā-Rohe o Heretaunga*  
**Hastings District Council**  
**Strategy and Policy Committee Meeting**

*Kaupapataka*

# Attachments – Volume 1

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*Te Rā Hui:*  
Meeting date: **Thursday, 23 June 2022**

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*Te Wā:*  
Time: **1.00pm**

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*Te Wāhi:*  
Venue: **Council Chamber  
Ground Floor  
Civic Administration Building  
Lyndon Road East  
Hastings**

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**HASTINGS DISTRICT COUNCIL**  
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Phone **06 871 5000** | [www.hastingsdc.govt.nz](http://www.hastingsdc.govt.nz)  
**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

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# PGF - Jobs for Heretaunga – Final Report – March 2022

R05.01991

Date	18 March 2022
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Version	A
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Item 5

## 1. Purpose of this report

This report serves as the Final report to conclude the Funding Agreement for Hastings District Worker Redeployment Package (Jobs for Heretaunga).

## 2. Key outcomes of the Project

The key outcomes of the Jobs for Heretaunga Project is included in Appendix A.

## 3. Reduced Economic Impacts

The funding received via the PGF has contributed to the Hastings economy continuing to perform strongly during the continued disruptions brought by the Covid19 pandemic.

To put this into further content, the Hastings District economy grew 5.7%pa in the year to September 2021, according to Infometrics provisional GDP estimates. In comparison, the Hawke's Bay economy grew 5.3%pa and the national economy 3.7%pa. Activity in Hastings in the September 2021 quarter was 2.0%pa lower than in 2020 reflecting the impact of the August 2021 lockdown. Infometrics estimates that 67% of Hastings' workers were able to work under Level 4 lockdown, either remotely or as essential workers, compared with 63% nationally. This is influenced by the number of workers in agricultural and food processing which were deemed essential.

Hastings is benefitting from strong agricultural export prices which, along with robust employment growth, are sustaining consumer spending. The value of electronic card transactions in Hastings grew 9.0%pa in the September 2021 year ahead of 6.6%pa growth across Hawke's Bay region and 4.7%pa nationally.

Employment of Hastings residents grew 2.0%pa in the September 2021 year, bringing the unemployment rate down to an historical low of 3.7% for the September 2021 year. Between the September 2020 and September 2021 quarters, there has been job growth across a wide range of sectors with the greatest gains in construction, healthcare, and manufacturing. House price inflation is a concern for people wanting to get on the property ladder.

The Hastings population grew 1.1%pa in the June 2021 year which, coupled with falling house sales, contributed to 40%pa growth in house values in the September 2021 quarter. House price inflation has been running at double digits since the December 2019 quarter, but the September 2021 quarter result is a new high. The good news is that residential consents are responding to population growth. The 203 residential consents issued in the September 2021 quarter (mainly the result of a spike in retirement village unit consents) was well above the 10-year average of 92, and contributed to 13%pa growth in residential consents in the September 2021 year.

## 4. Number of Jobs Created: 210

Main Contractor	Project Element	Target	Total People Working
Downers	iWay Network Upgrades	10	15
Russell Roads	Rural AWPT Tuki Tuki Road	9	9
Higgins	SH51 - Safety improvements (Waipatu marae)	55	50
Fulton Hogan	Taihape Road Passing Ops - Sites 1-2	6	9
Fulton Hogan	Taihape Road Passing Ops - Sites 3-5	9	9
Dodge Contracting	Ada Street footpath	6	5
Topline	Bennet Road footpath	2	14
Topline	Karamu Road footpath	2	14
Proseal	Scanell Street footpath (2nd)	2	5
Proseal	Flaxmere schools connections	2	5
ACL Civils	Lyndhurst Road footpath (2nd)	7	6
Unison	SH51 - Safety improvements (Waipatu marae)	24	24
Chorus	SH51 - Safety improvements (Waipatu marae)	2	2
HDC	SH51 - Safety improvements (Waipatu marae)	2	2
ACL Civils	Southampton Road footpath	2	6
McNatty	Taihape Road Barrier improvements	4	6
Dodge Contracting	Murdoch Street footpath (2nd)	4	5
ACL Civils	Tomoana Road footpath	2	6
Topline	School Road Clive	4	5
Downer/ ACL Civil	Tauroa Road Boardwalk	13	13
<b>TOTAL</b>		<b>167</b>	<b>210</b>

## 5. Number of Displaced Workers Redeployed

48 new workers were employed by contractors as agreed under the targets set for the Jobs for Heretaunga Programme. These workers were a combination of 'COVID displaced' and 'un-employed beneficiaries.

## 6. Social Inclusion and Participation

The COVID-19 pandemic has amplified existing inequalities. The economic downturn of the 2020 lock-down resulted in more job losses or under-employment for Māori, Pasifika, rangatahi and women. Jobs for Heretaunga was an opportunity to reduce the impact for these groups of people. During the recruitment and selection stage, Māori, Pasifika, rangatahi and women were prioritised:

- 45% Māori
- 17% PI
- 21% Woman
- 40% Youth

Pastoral care provided by MSD and the Jobs Connector was a key component of the programme and focused on the wellbeing of the workers and their whanau. Civil infrastructure was new to many of the people offered roles, so there were plenty of opportunities provided to train and upskill. Workers were encouraged and supported to participate in the training and licencing on offer so they could further develop technical skills that would progress their careers. Not only did they gain practical skills to better enable them to do their mahi, but they also gained more self-confidence and pride. Another component of this mahi was helping workers navigate workplace and management issues. Facilitating positive conversations and interactions between these two diverse groups of people was key to the success of this programme.



## 7. Māori Development

A focus area of HDC's progressive procurement strategy is partnering with mana whenua to build a diverse and prosperous economy. The JFH programme enabled HDC to fund a local Māori business – Topline Contracting – to grow both their business and their people. When Taurus Taurima started the business, he worked out of the back of his car and had one employee. Topline now has 50 staff, many who came to him without a CV or any experience. The JFH projects has contributed to the business growth of Topline. He was given two of the larger footpath projects. The first was an extension of the SH51 project which was just over 700m of concrete footpath. The second was the Bennett Road project which was almost 1300m of concrete footpath. Given Toplines exceptional performance they were then awarded another project, a lime sand pathway on School Road in Clive. Topline was also granted funding to run an in-house pastoral care programme for their workers. A van transported the tane to work each day and there was a dedicated resource within Topping to provide support and guidance. Activities were focused around four areas – life skills, training, work skills and employment stability. Like with the other workers Topline employs, tane were supported to gain their full driver's licence if they did not have one already and the goal was to help them gain a Level 3 civil infrastructure qualification to help them further their careers. They also held a three-day Noho at a local marae where agencies and businesses that could better the lives of the tane were brought in for conversations. One tane who attended met with a mortgage broker to plan for buying a house – something he said he had never thought possible. At the completion of their final project, Topline had 10 JFH workers remaining, and all had been offered permanent

contracts. During their time on the programme, they have gone from doing small concrete pouring jobs to now being able to work alongside the commercial pour teams.



## 8. Climate change and Environmental sustainability

Not applicable.

## 9. Regional and National Resilience

Not applicable.

## 10. Other Information

The project financial summary including co-funding is reported in the table below for the different project elements.

Budget Area	PGF Budgeted	PGF Actual	Co-funding spend <i>if any</i>	Total project cost	Note
IWay Network Upgrades	\$430,775	\$432,256.03		\$432,256.03	
SH51 – Safety Improvements	\$6,000,000	\$5,858,647.01	\$260,000 \$99,425	\$6,218,072.01	Project budget supplemented by NZTA funding. The landscaping and planting were supplemented by HDC funding.
Bennett Road Footpath	\$200,000	\$200,000.00		\$200,000.00	
Karamu Road Footpath	\$60,000	\$60,000.00		\$60,000.00	
School Road Footpath	\$181,000	\$197,996.97	\$40,000	\$237,996.97	Project budget supplemented by HDC funding.
Howard Street Footpath	\$42,100	\$45,583.96		\$45,583.96	\$42,333.96 spent to date.

					Remaining cost for land legalisation in process
Scannell Street Footpath	\$26,500	\$26,545.00		\$26,545.00	
Flaxmere School Connections (Diaz Dr and Tarbet St Footpaths)	\$78,000	\$77,796.26		\$77,796.26	
Ada Street Footpath - 670m	\$390,000	\$428,597.87		\$428,597.87	\$421,847.87 spent to date. Remaining cost for land legalisation in process
Murdoch Street Footpath - 800m	\$141,500	\$141,560.00		\$141,560.00	
Lyndhurst Road Footpath	\$63,000	\$75,699.20		\$75,699.20	
Tomoana Road Footpath	\$67,000	\$67,346.25		\$67,346.25	
Southampton Road Footpath	\$74,000	\$73,768.03		\$73,768.03	
Rural AWPT Tuki Tuki Rd	\$298,000	\$299,912.15		\$299,912.15	
Taihape Road Passing Ops 1-3	\$330,000	\$330,328.14		\$330,328.14	
Taihape Road Passing Ops 2-4	\$420,000	\$418,669.09		\$418,669.09	
Taihape Road Barrier Improvements – Stage 1	\$200,000	\$234,098.00	\$121,000	\$355,098.00	Project budget supplemented by HDC funding.
Tauroa Rd Boardwalk	\$368,125	\$400,320.00	\$1,340,246	\$1,740,566.00	Project budget supplemented by HDC funding.
<b>Total</b>	<b>\$9,370,000</b>	<b>\$9,370,000</b>	<b>\$1,860,671</b>	<b>\$11,230,671</b>	



# Appendix A – Key Outcomes

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## JOBS FOR HERETAUNGA - KEY OUTCOMES

SOCIAL PROCUREMENT OBJECTIVES	TARGET	OUTCOME
<b>At least 90% of the contracts and sub-contracts will be awarded to business operating in Hawkes Bay.</b> Where possible, variation orders were issued for the four larger contractors. Work packages were compiled in accordance with the capacities of the five smaller contractors. All nine contractors were local.	> 90%	100%
<b>Striving to redeploy local people including displaced workers, unemployed and underemployed.</b> MSD led the coordination of the recruitment and redeployment process. Workers were either displaced or beneficiaries. Many were new to the civil infrastructure industry.	158 Jobs	210 Jobs
<b>Maximise jobs through tendering and engagement process.</b> The tendering and engagement was done utilising the principles of progressive procurement with a focus on sustainable social outcomes. Worker numbers were negotiated with contractors individually.	100% of engagements made on basis of jobs	100%
<b>Depending on skills, consideration may be given to Maori, Pasifika, women and youth.</b> MSD Case Managers and their Mahi Ora team were given the priority groups when profiling candidates.	>50%	Roles 45% Maori 19% Pasifika 31% Women 50% Youth
<b>Contractors must work with the Jobs Connector and MSD to find candidates for the roles they have available.</b> MSD Mahi Ora Team short-listed candidates for contractors. Contractors specified where the interviews were and how they would be run. MSD was on the interview panel.	100% engagement	100% engagement
<b>Contractors required to create a career development plan with each person within three months of a contract being awarded.</b> Jobs Connector created a career plan template and shared it with contractors. Workshop held for a large contractor where the planning was done as a team alongside the Jobs Connector. Some did not complete as left >3 months.	100% career paths < 3 months	70%
<b>Employees' wages will be fair and increase progressively in line with their career development plan achievements.</b> Jobs Connector worked alongside contractors and workers to ensure training, apprenticeship and licencing opportunities were realised. Support and advice was provided to workers regarding pay increases.	As required	Achieved
<b>All redeployed people will be provided with pastoral care as guided by MSD</b> Pastoral care was provided to all new workers that accepted the support. Pastoral care services covered wellbeing, career, training, financial and workplace support. See Appendix B and JFH monthly reports.	100% workers receive pastoral care	100% workers receive pastoral care
<b>Job commitments are delivered.</b> All projects were delivered to specified standards. Some contractors required more development assistance than others. Subsequent HDC projects have been tendered and have enabled further learning and development.	100%	100%

# Appendix B – Pastoral Care Services

Item 5

# Pastoral care services

MSD have contracted the Hastings District Council to provide pastoral care.

This support will be provided by the Jobs Connector. The purpose of the pastoral care is to support the wellbeing of the worker and their whānau and help achieve sustainable employment.

## THE JOBS CONNECTOR WILL:

- Meet with participants regularly
- Be available to participants Mon-Fri 9am – 5pm
- Create a career plan for each participant within three months of their start date
- Track progress and training
- Be available to contractors Mon – Fri 9am – 5pm

## WELLBEING

- Information to participants outlining healthy lifestyle options (nutrition, physical activity, smoking cessation, drug and alcohol harm reduction and/or family violence)
- Links to services - drug and alcohol, counselling, budgeting, etc
- Appointment scheduling and reminders
- Support with - building confidence, literacy and advocacy
- Achievement focus to overcome barriers - holistic whānau approach.

## CAREER

- Develop individual pathway to employment plans
- Assistance with applying for jobs, including CV creation and interview skills sessions
- Support transition to alternative employment sector (if required)
- Achievement focus with sustainable employment being the desired result
- Provision of a mentor in the new workplace/buddy system
- Link in with MSD to identify any further training packages ie Mana in Mahi.

## TRAINING

- Opportunities for funded training courses including:
  - Health and Safety
  - Construct Safe
  - Traffic Control
  - First Aid
- Development of a training pathway to higher qualification achievement
- Arranging or providing advice on industry training
- Supporting participants to utilise training within the employer's business (online or external private training providers).

## WORKPLACE SUPPORT

- Monitor and evaluate work placement, identifying and assisting with issues that may disrupt employment (including transport, home life and behaviour)
- Support with contract negotiation, contract signing, workplace inductions/ orientations, work conversations
- Identify links to gain certification, licences or other relevant qualifications
- Work with employer and employee to develop career plan
- Additional funding is available under the contract for drivers licencing
- Links into Health Services.



## FINANCIAL

- Assist in the financial transition from income support to employment i.e. Transition to Work assistance, IRD and banking services
- Provide financial management including budgeting, savings and financial goal setting.

JOBS FOR HERETAUNGA - HDC & MSD REDEPLOYMENT PROJECT //



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- Provide financial management including budgeting, savings and financial goal setting.



JOBS FOR HERETAUNGA - HDC & MSD REDEPLOYMENT PROJECT //







Homes  
for our  
people

Launched at the end of 2019 the Hastings Place Based Housing plan was created in response to the growing numbers of people needing homes to live in across Hastings district.

The vision was to be able to move people from motels and other temporary accommodation into permanent, safe, warm, quality, affordable homes to call their own.

To date 100 + have been completed across the partner agencies, with hundreds more in the pipeline to be completed in the next two years.

The results, even in the face of the disruptions caused by COVID-19, demonstrate the effectiveness of the housing plan that brings government, local government, kaupapa Māori, iwi and non-government partner agencies together to bring positive, sustainable change to housing availability and affordability.

All-up the plan's goal is to build 650+ more houses, a mix of social and affordable homes, privately-owned homes, and papakāinga.



Hastings Place Based Housing Plan partners' workstream:

145  
COMPLETE



154  
UNDER CONSTRUCTION



135  
INFRASTRUCTURE  
WORK UNDERWAY



65  
IN FEASIBILITY/DESIGN/PLANNING

Find out more about the Hastings Place Based Housing Plan and other housing activity in Hastings district at [www.hastingsdc.govt.nz/hastings/projects/homes-for-our-people](http://www.hastingsdc.govt.nz/hastings/projects/homes-for-our-people)







Planning ahead

Welcome to another edition of the Hastings District Council residential newsletter where we aim to provide an update on what’s been happening, and what’s coming up in the residential construction sector.

What’s been happening over the last quarter

Areas of Interest

The list below provides a snapshot of residential application activity over the first quarter of 2022.

Kauri Street / Place	Construction is underway with completion now expected June 2022 (HNZ/KO).	40
Te Awanga Downs	Construction is underway to create 45 residential lots.	45
Brookvale	Construction is underway to create 96 residential lots.	96
Tomoana Road	Construction is underway to create 28 residential lots.	28
Keirunga, Havelock North	Consent has been granted for a 19 lot subdivision.	19
Havelock Road	Consent has been granted for an 8 Unit Title Comprehensive Residential development.	8
Frederick Street	Consents lodged to construct an 8 Unit Title Comprehensive Residential development.	8
Tomoana Road	Consent has been granted for a 5 Unit Title Comprehensive Residential Development.	5
Lyndhurst	Consent has been granted for a 62 lot subdivision and a 28 lot subdivision.	90

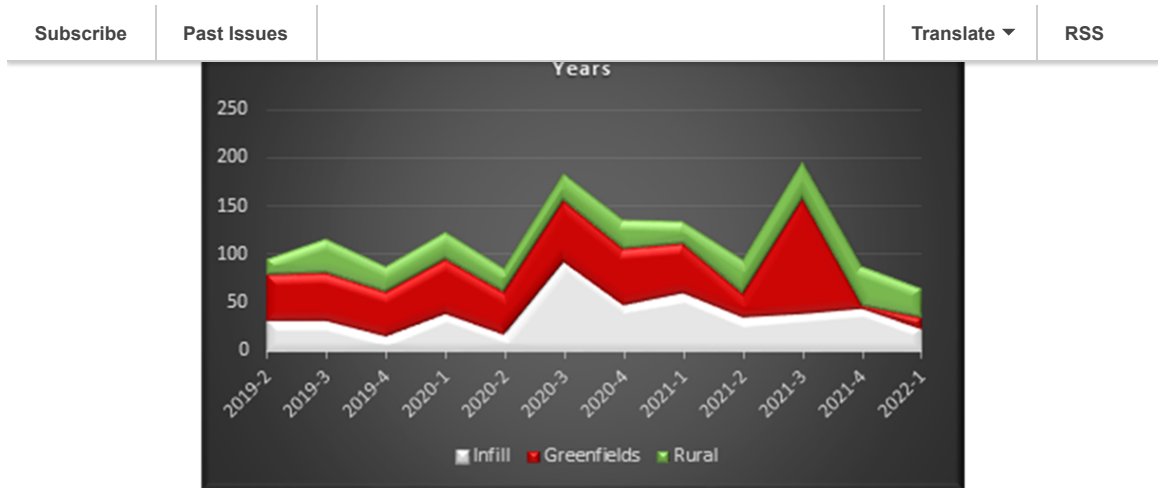
It is a good idea to have a pre-lodgement meeting if you are preparing a resource consent application and wish to discuss it with Council prior to lodgement. This can help to identify regulatory requirements and potential issues.

Prior to lodging a building consent application, Council offers a 'plan smart' meeting. It is advised for large commercial and industrial builds to use this service.

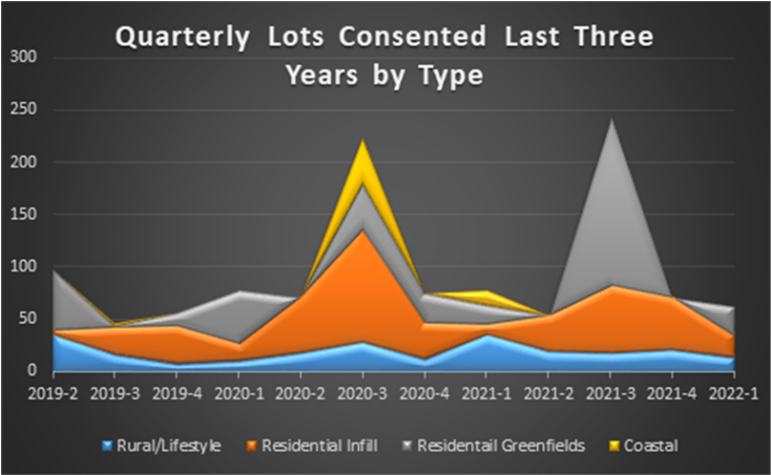
GIS Greenfield Map

[Please explore the GIS link here for information on current Greenfield areas.](#)

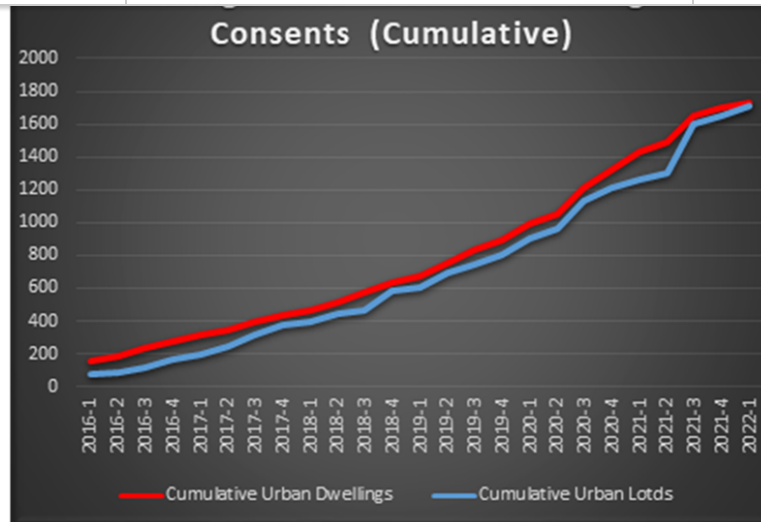
Dwellings Consented



New Dwelling consents have levelled off a bit in 2022, particularly for Greenfields. This may reflect a temporary shortage of new sections, but subdivisions in the pipeline planning and construction phase should resolve this over the remainder of the year. An up-tick in rural consents over the last two quarters is evident however, possibly a signal that people who returned from overseas are now ready to move from stop gap accommodation to their preferred lifestyle choice.



New lot creation remains steady in the rural area and while infill has levelled off this has been offset by recent new Greenfields activity, despite a larger development being consented in the third quarter of last year, with the result that lots creation and building consents are now more closely aligned as shown in the graph below.



For further quarterly property and development metrics please visit the [Heretaunga Plains Urban Development \(HPUDS\) website](#)

### Kāinga Ora Plans for Hastings

The Regional Housing Programme, as stated by Kāinga Ora, makes the most efficient use of land to build hundreds of new warm and dry homes, to meet the demand for more state housing across the country.

The development programme is accelerating with 108 residential dwellings now completed and a further 111 under construction, including 40 houses in Kauri Street, scheduled for completion for June 2022.

[Click here for more information on Kāinga Ora projects.](#)

### Residential Intensification Design Guide

Over the last year, there has been an increasing interest in residential intensification across the district. The Hastings Residential Intensification Design Guide is providing insights, resources and examples of good design practice for compact housing typologies that encourage two-storey buildings.

#### Key benefits of the Residential Intensification Design Guide

1. Do it once and do it right
2. Have confidence you've met criteria
3. Council-friendly concepts
4. Protection of our plains
5. More affordable housing

Find out more information and view the guide online at [www.hastingsdc.govt.nz/design](http://www.hastingsdc.govt.nz/design)



Development Contributions Review

Since 2007, Council has largely funded infrastructure required to support growth throughout the district via development contributions. As part of Council's wider review of how it manages, supports and funds growth moving forward, we are planning to review the Council's Development Contributions Policy in late 2022. We will consult with the development community in 2023 as part of the 2023/24 Draft Annual Plan Process.

Update on Greenfield Development Areas

Lyndhurst Stage 2, Frimley, Hastings

- Construction of 'portion 3 and portion 4' infrastructure is complete. All Lyndhurst bulk services are now installed.
- Development and residential construction activity continues across remaining areas of developable land in the Lyndhurst development area.



Image: Lyndhurst Subdivision

Te Awanga Downs, Te Awanga

- Consent granted for 45 residential sections in stage 1, 2 & 3.
- Construction is almost complete for stages 1, 2 & 3 with titles expected in July 2022.

<https://mailchi.mp/hdc/residential-development-update-3119125?e=4c42c6cfae>

6/7/22, 3:05 PM

Residential Development Update - May 2022

<a href="#">Subscribe</a>	<a href="#">Past Issues</a>	<a href="#">Translate ▼</a>	<a href="#">RSS</a>
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- Te Rauwharua o Heretaunga (HRC) and its sister company Waingakau Housing Developments Ltd have launched the build of its ~120 home development 'Waingakau Suburb'. This suburb borders rural land in Flaxmere West.
- 13 lots have been created under stage 1 and the construction of houses is currently underway.
- A 42 lot application covering Stage 2 and 3 has been approved, with titles for 26 titles expected to be issued in May 2022.
- Infrastructure works for stages 1 and 2 complete.
- Physical works for 244 Flaxmere Ave and Flaxmere Town Centre progressing to plan, with physical work for 72 Caernarvon Drive scheduled to commence later in 2022. [Click here for details.](#)
- Click [here](#) for more information about the Waingakau development.

## Brookvale Road, Havelock North

- The Stormwater Management Plan for the Brookvale Urban Development Area has been endorsed by the HBRC.
- Council has commenced the acquisition process for the required stormwater detention areas.
- Area A within the Brookvale Structure Plan is now available for development.
- A large Resource Consent for 96 lots has been approved and construction is underway.



Image: Brookvale Future Subdivision

## Keirunga, Havelock North

- Consent granted for 15 residential sections and 4 lifestyle blocks. Earthworks have commenced.
- Titles will follow the construction of services and are expected to be issued in late 2022.

## Howard Street, Parkvale, Hastings

- Developed design for the internal road and associated services is complete.
- Council continues to work through the development process with intentions to commence the first portion of external physical works from May 2022 onwards.

## Iona / Havelock Hills, Havelock North

- Officers are working with owners on infrastructure arrangements for the main development area.
- Council has installed infrastructure to strengthen network resilience along Campbell Street through Middle Road.
- Works are planned to continue along Middle Road and Iona Road to fully service the development area.
- Planning and rezoning details can be viewed at [www.hastingsdc.govt.nz/iona](http://www.hastingsdc.govt.nz/iona)

<https://mailchi.mp/hdc/residential-development-update-3119125?e=4c42c6cfae>

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### Structure Planning Update

The Heretaunga Plains Urban Development Strategy (HPUDS) identifies the land that is required to meet the growth needs of the community. Ahead of any land being rezoned the Council undertakes the Structure Planning of the land. A structure plan assesses the suitability of the land for residential development and sets out the infrastructure that is required to service the area such as pipes and roads, and also those components that are required to create successful and connected communities, such as parks, walkways and commercial areas.

Structure Planning is being undertaken for the following HPUDS identified growth areas;

- Irongate / York
- Lyndhurst Extension
- Kaiapo Road

Council will carefully monitor the levels of growth to decide when the rezoning of these areas will be required. Council has identified Irongate / York as its priority area.

### Further information

- Click [here](#) to register a colleague to our distribution list.
- Click [here](#) for further information to date on the planning process.
- If you have any questions, please contact the Strategy & Development Team via phone on 06 871 5000.

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# Medium Density Housing Strategy and Implementation Plan 2014

2022 Addendum - DRAFT  
Prepared for Hastings District Council

10 June 2022

Item 9



Document Quality Assurance

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- Appendix 2: Medium Density Housing Strategy Implementation Programme
- Appendix 3: Implementation Programme Stocktake
- Appendix 4: Implementation Programme – Spatial Outcomes
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## Summary

The implementation programme of the recommendations from the Medium Density Housing Strategy was adopted by Hastings District Council in 2017 in order to promote housing intensification that is appropriate in size, scale and character for Hastings. It is timely to review the Medium Density Housing Strategy. It was a key action outcome of the Heretaunga Plains Urban Development Strategy 2010 (HPUDS2010) and a significant commitment in the 2012 Long Term Plan (LTP).

The review confirms that the outcomes of the Medium Density Housing Strategy have substantially increased in relevance and importance since being prepared in 2014.

Detached houses still dominate housing activity in Hastings, and higher density housing still forms only a small portion of the overall delivery. Over time, higher density housing through redevelopment and infill are expected to become more viable. An ongoing shift to attached dwellings is anticipated for Hastings.

The Medium Density Housing Strategy outcomes are well aligned with the current national urban policy direction. Access to good housing underpins all other wellbeing outcomes including health, education, and employment. Focus areas include affordability, and meeting needs and changing life circumstances of diverse families and households. Increasing urban density is seen as *critical* to addressing the housing shortage in New Zealand. The need to achieve a reduction in greenhouse gas emissions has added further to the priority of achieving increased urban density.

The Government expects all government organisations, including local government, to help shift and align their policy and investment to support housing delivery.

The *Future Development Strategy* (FDS) will replace the HPUDS by 2024. The FDS will need to address the gap in delivery of intensification, as well as integrate land use with a transport strategy that promotes a shift away from single occupancy vehicles to public transport and active modes within a well-functioning urban environment. Public transport and active transport modes will require increased attention as part of the MDHS and local and regional transport strategies from the perspective of accessibility and reduction of greenhouse gas emissions.

The *Hastings Operative District Plan* seeks to enable intensification while also maintaining the levels of amenity currently enjoyed by the community. This policy weighting must inevitably constrain the delivery of intensification through increasing development risk and uncertainty. Some short term Plan Changes are proposed to address this issue in the Residential Zones. This is an issue that will need to be reconciled more fundamentally, likely through the FDS and plan changes that will follow with a shift in community expectations required.

The *Hastings Medium and Long Term Housing Strategy* was adopted in 2021. The Housing Strategy, while initially focussing on critical affordable and social housing issues, now encompasses outcomes relevant to all types of housing. A strategy that improves outcomes for those least able in the community will almost certainly provide the same, if not greater, benefits to the community at large.

Several of the Housing Strategy outcomes are directly applicable to addressing obstacles to the delivery of Medium Density Housing that are common across all types of housing:

- Working together and building local capacity – partnership and engagement with providers across the housing sector



- Affordability and suitability – housing needs in the local area are understood, and supply is targeted to demand
- Land and regulatory settings – responsive regulation and consenting processes, monitoring, development of tools to support delivery across all forms of housing
- Community well-being - place based approach

A stocktake of the Medium Density Housing Strategy Implementation Programme shows that substantive actions have now been completed according to the programme. Key actions have included a Plan Change in 2015 to bring forward preferred areas for medium density development through the City Living Zone and Comprehensive Residential Development, development of design guidelines for medium density housing, resourcing of pre-application developer engagement with experienced senior staff, and planning work towards resolving infrastructure constraints.

There are several significant actions programmed from 2021, including the preparation of Local Area Amenity and Infrastructure Plans (LAPs) to integrate above and below ground infrastructure and recommendations from the Openspace and Amenity Work Stream action is scheduled from 2021-2026. The LAP action is critical to delivery of an effective place based delivery of medium density housing.

Liaison with medium density housing providers identified several key obstacles to the delivery of MDH in Hastings and highlighted the constrained land supply, infrastructure, and the District Plan as the main area requiring attention.

Other comparable Councils are making significant moves towards enabling greater urban intensification, following national policy direction. There are good examples of place based approaches that can inform responses for Hastings.

The scope of key actions set out in the recommendations seek to extend and amplify MDHS outcomes, consistent with national policy direction:

- Identify and define a network of expanded MDR Development Areas for Hastings with locational attributes that will support a well-functioning urban environment, focussing on centres, open space and public transport as an input to the FDS;
- Develop *Local Area Plans* for MDR Development Areas, addressing land use and infrastructure in collaboration with the community, likely over sectors of the urban area rather than as individual centres;
- Implement Plan Changes in the short term to address existing rule inefficiencies in enabled areas;
- Implement Plan Changes to zone MDR Development Areas *High and Medium Density Residential Zone* aligned with the FDS;
- Plan and fund infrastructure investment to support the delivery of development within MDR Residential Development Areas;
- Amend the Development Contributions Policy to provide for single and two bedroom dwellings units as a prorated HUE, and further changes to recognise and support intensification in conjunction with Local Areas Plan development;
- Continue with initiatives to partner with the development sector on housing projects that clearly demonstrate alignment with housing strategy principles, as a means of addressing immediate land supply constraints, encouraging increases in density and diversity of housing, promoting

quality design and amenity, affordability, and reinforcing the place based strategy targeting well suited locations.

It would be efficient and effective to integrate the *Medium Density Housing Strategy* into the Council's *Medium and Long Term Housing Strategy*, rather than continue with a standalone policy. The *Housing Strategy* brings together relevant key sector interests and provides an established framework for engagement, information gathering and dissemination, and structured monitoring and review.

The Housing Strategy governance group and its supporting management and operational linkages/network provides an excellent foundation for partnership on the long term delivery of housing outcomes. This could be optimised by private sector developer and infrastructure representation as anticipated by the NPS UD to support an integrated, outcomes based approach.

DRAFT

## 1.0 Introduction

The implementation programme of the recommendations from the Medium Density Housing Strategy was adopted by Hastings District Council in 2017 in order to promote housing intensification that is appropriate in size, scale and character for Hastings.

Given the district's worsening housing crisis and high growth rates, significant growth work coming up with the subregional HPUDS review (FDS) and the Regional Spatial Plan as well as Council's strong focus on place-based housing opportunities, it is timely to review the Medium Density Housing Strategy.

At the Strategy and Policy Committee on 2nd November 2021 the committee resolved to:

- a) Build on and translate the key findings and outcomes from the Housing Capacity Assessment and the outcomes of recommendations (3) (4) and (5) in the preparation of a Regional Spatial Plan, or review/replacement of the Heretaunga Plains Urban Development Strategy including:
- b) Directing the Chief Executive to commission an updated intensification strategy which considers regulatory and non-regulatory levers and incentives that Council can apply to incentivise Housing Intensification Objectives. This strategy will be brought back to Council for consideration and adoption before 30 June 2022.

An implementation plan for the strategy is tracking a number of completed and in-progress actions, however given the fast-changing nature of the housing situation in Hastings, a strategy review is timely.

This review updates the strategy in light of that changed context and implementation progress since the strategy was adopted and outlines the scope of further actions to be taken. Of particular focus is:

- infrastructure capacity to accommodate growth in medium density development
- urban intensification development commercial viability, including the aggregation of sites for development,
- issues relating to market appeal,
- effective consenting pathways,
- opportunities to collaborate with developers to increase delivery.

## 2.0 Background

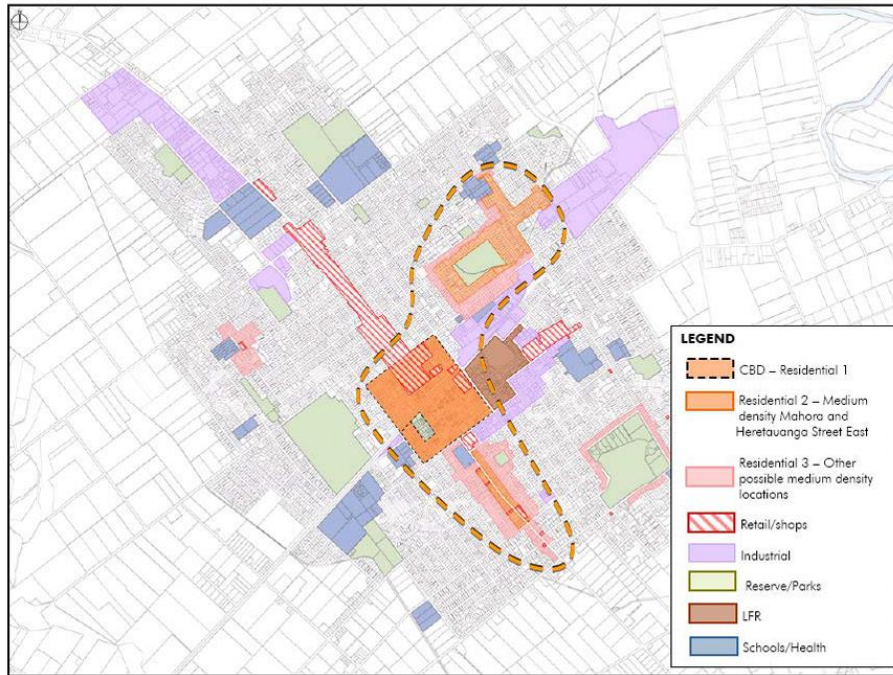
### 2.1 Hastings Urban Issues and Urban Design Framework 2010

The foundations of the MDHS were established by the at a high level by HPUDS2010 and at more granular form through Hastings Urban Issues project, both initiated in August 2009. The resulting *Hastings Urban Issues and Urban Design Framework* (UDF) outlines an urban design framework for Hastings and recommended a number of projects be undertaken by HDC, in particular:

- Reduce expansion into versatile soils;
- Enable residential intensification of the CBD, and large parts of Heretaunga St East and Mahora;

- Provide for intensification in pockets of Raureka and Parkvale (around Windsor Park);
- Support medium density residential in parts of Flaxmere and Havelock North;
- Assess development economics of and market conditions for residential intensification.

The Urban Design Framework's Recommended Intensification Areas are shown below. The areas that are identified were subsequently taken forward into the MDHS and the first phase of implementation through a District Plan change was put in place in 2015.



## 2.2 Hastings Medium Density Housing Strategy (MDHS)

The purpose of the MDHS is to achieve the intensification targets established for Hastings by HPUDS.

### 2.2.1 Hastings Medium Density Housing Strategy Stage 1

The Hastings Medium Density Housing Strategy Stage 1 (MDHS Stage 1) validated the capacity of Hastings urban area to meet the HPUDS residential intensification targets and found that the intensification targets set out by HPUDS for Hastings can be met via a mixture of infill and comprehensive site redevelopment.

MDHS Stage 1 also found that market conditions did not facilitate the development of medium density housing. The housing market was seen to be constrained by differential land values that favoured greenfield locations that were perceived to exhibit higher amenity, create greater efficiencies, and to have a higher degree of desirability.

Intervention in the market was recommended to restrict greenfield land supply in the short to medium term to *improve the relative value of developing and living in identified urban locations thereby forcing the market to use existing residential land in a more efficient way.*

MDHS Stage 1 also recommended providing a better planning consent pathway (activity status, standards and assessment criteria).

#### 2.2.2 Hastings Medium Density Housing Strategy Stage 2

The Hastings Medium Density Housing Strategy Stage 2 2014 (MDHS Stage 2) built on the Stage 1 findings, providing the basis for an “implementation toolkit” to enable practical achievement of the HPUDS intensification targets.

The MDHS Stage 2 implementation toolkit includes eight work streams:

1. **Changing perception and capability** – exploring perceptions of medium density housing and providing recommendations of how to manage negative perceptions and build capability and confidence within the development community.
2. **Promoting quality design and amenity** – assessing the character values of the host neighbourhoods and developing design guides which recognise and respond to existing character and promote quality outcomes in general.
3. **Responsive and effective regulation** – reviewing and modifying the district plan to better provide for medium density housing, while ensuring quality development.
4. **Building local amenity and open space** – reviewing public open space provision servicing the host neighbourhoods and considering whether it is suitable to provide for anticipated intensification.
5. **Medium density ready services** – explores infrastructure capacity within host neighbourhoods to ensure there is capacity to support intensification.
6. **Cost competitive development** – exploring the potential levels of demand for medium density housing and looking at what interventions are available to Council to make medium density housing more competitive within the general housing market.
7. **Managing greenfield land supply** – exploring the relationship between greenfield residential development and intensification. In particular, the effects on housing affordability caused by restricting greenfield development.
8. **Socially integrated development** – explores the social and demographic structures of likely medium density housing developments and provides recommendations on what facilities are required to support them and help assimilate them into the host neighbourhoods.

#### 2.2.3 Medium Density Housing Strategy Implementation Programme (Implementation Programme)

The MDHS is implemented through an *Implementation Programme* formulated in 2017.

The Implementation Programme is set out in Appendix 2.

The Implementation Programme is framed under the eight MDHS workstreams and specifies *actions, lead group, budget, and scheduled date for completion*.

An additional workstream and actions was included on Removing Barriers and Building Capacity.

Implementation Programme Actions are classified under four timescales:

- Completed
- Ongoing
- 2018-2021
- 2021+

Progress against the Implementation Programme is monitored, and actions are updated. The last update formally occurred in September 2020.

A stocktake of the Implementation Programme, informed by a context assessment is included in Appendix 3 and key issues highlighted in Section 8.0 below.

### 3.0 Context Assessment

The context for medium density housing development has changed significantly since the MDHS was formulated in 2013 in relation to the rapid growth being experienced in the district and the other growth related work being undertaken or planned.

The following sections assess the context in terms of housing supply and demand, and policy direction at national, regional and district level, and how this affects the MDHS.

## 4.0 Housing Demand and Supply

The Housing Capacity Assessment 2021 (HCA) was prepared for the Napier and Hastings areas to comply with the National Policy Statement for Urban Development 2020 (NPSUD).

The HCA report assesses housing demand and development capacity (supply) over the short, medium, and long term<sup>1</sup>.

### 4.1 Housing Demand

After a period of high immigration driven growth over the last five years the growth scenarios see a dropping back from 2021-2023, and steadying after that, but at a higher level than previously forecast in HPUDS.

The long-term 2050 growth outlook for Hastings is for a population of between 104,600 and 119,800 people and 42,300 households (an additional 10,970 households requiring housing).

<sup>1</sup> NPSUD 1.4 Interpretation short term= 0-3 years, medium term = 3 - 10 years, long term = 10 - 30 years

A margin for competitiveness is required above this outlook, with a further 1,200 additional households in the long term.

The household estimates do not include an allowance for a housing backlog. This is estimated at 1,300-1,600dwellings. Increasing emergency housing numbers are continuing to rise which suggests that the backlog is increasing.

The HBA analysis of consent data reveals evidence of recent shifts in housing typologies through:

- A shift towards higher density typologies, with intermittent increases in retirement dwellings; and
- A shift toward smaller houses, influenced by higher density developments in response to price-affordability pressures, retirement village growth and recent increases in social housing construction.

Detached houses still dominate housing activity, and higher density housing still forms only a small portion of the overall delivery. However, changing land values are expected to interact with development costs to change construction economics. Over time, higher density housing through redevelopment and infill are expected to become more viable. An ongoing shift to *attached dwellings* is anticipated for Hasting

4.2 Housing Supply

Housing supply estimates are for *plan enabled, commercially feasible and reasonably expected to be realised* capacity following the NPS UD criteria.

	Short (3 years)	Medium (10 years)	Long (30 years)
Plan-enabled capacity	11,290	11,290	11,290
Feasible and infrastructure ready capacity (greenfield)	1,152	1,680	2,667
Feasible capacity (Redevelopment)	5,550	5,980	8,395
Feasible and infrastructure ready capacity (Redevelopment)	3,495	3,735	3,815
Feasible and infrastructure ready TOTAL	4,647	5,415	6,482
Unconfirmed infrastructure capacity over the long term (30 year): +3,065			

Over the medium and long term, the proportion of plan enabled capacity that becomes commercially feasible increases. However, for Hastings, there are currently significant uncertainties over long term infrastructure capacity.

### 4.3 Reconciling Supply and Demand

The main findings of the HCA for Hastings are:

- There is sufficient capacity for the short to medium term, but the medium-term margin is small and sensitive to the assumptions made;
- There is a deficiency for long term housing capacity, even when capacity that has unconfirmed infrastructure is included.

In analysing the HBA findings, the council has identified a concern that the rapid transition from greenfield to intensification assumed in the report to accommodate the higher projected growth rate could create significant risk to housing supply and affordability if the market did not respond quickly enough.

Further, the 25% projected increase of intensification in commercial areas presented greater challenges including larger scale investment and a more uncertain demand than in residential areas.

A rebalanced mix of greenfield and intensification-based development over the short to medium term was considered appropriate to address these risks.

The council has also identified the need to more actively promote intensification to achieve the higher overall uptake rates that would be needed to maintain the rebalanced share, including through District Plan changes to provide further feasible intensification capacity in the short to medium term to facilitate this shift.

Key decisions that followed the HCA included:

- Undertaking a detailed review of the operative planning provisions to ensure the urban provisions are enabling growth, aligning with the National Policy Statement on Urban Development 2020 requirements and not unnecessarily constraining development potential and opportunities.
- Reviewing the infrastructure strategies based on the new growth projections, including confirming or otherwise the capacity of existing infrastructure.
- Directing the Chief Executive to commission an updated intensification strategy which considers regulatory and non-regulatory levers and incentives that Council can apply to incentivise Housing Intensification Objectives. This strategy will be brought back to Council for consideration and adoption before 30 June 2022.

Housing Bottom Lines established through the HCA have now been included in the RPS<sup>2</sup>.

## 5.0 National Policy

Key central government policies that provide context to the MDRS review are summarised below. Significant policy changes have been made since the MDRS was adopted.

<sup>2</sup> In effect from 18th Dec 2021 Section 3.1AA



## 5.1 Urban Growth Agenda 2017

The Urban Growth Agenda (UGA) is a key Central Government policy initiative to improve urban outcomes in response to the challenges facing urban areas.

The work programme crosses multiple portfolios and includes the Ministers of Housing, Infrastructure, Transport, Local Government, and the Ministers for Building and Construction and the Environment

The objectives of the UGA are:

### **Affordable housing**

*Giving people more and better options for housing locations and types, to improve housing affordability in urban areas.*

### **Emissions reductions**

*Encouraging, enabling, and incentivising lower emission urban form and construction.*

### **Liveable and resilient cities**

*Making urban areas more accessible and inclusive, and increasing resilience to natural hazards and climate change impacts.*

The UGA programme is built on five pillars:

**Infrastructure Funding, Financing, and Delivery** — to enable a more responsive supply of infrastructure and appropriate cost allocation, while supporting stable and certain funding systems.

**Urban Planning** — to allow for cities to make room for growth, support quality-built environments and enable strategic integrated planning.

**Urban Growth Partnership** — to build a stronger partnership with iwi and Māori, and between local and central government as a means of developing integrated spatial planning.

**Levering and Integrating Transport** — to ensure low-carbon, well-connected public and active transport through transport investment and land use across the pillars.

**System Coherence** — to ensure that regulatory, institutional and funding settings are integrated and mutually reinforcing, and that urban development perspective is included across government reforms.

The programme aims to remove barriers to the supply of land and infrastructure and make room for cities to grow up and out.

The UGA signals that “business as usual” cannot prevail and this has been given effect through several policy levers, with key ones discussed below.

## 5.2 National Policy Statement - Urban Development 2020

The National Policy Statement on Urban Development (NPS-UD) aims to ensure that New Zealand’s towns and cities are well-functioning urban environments that meet the changing and diverse needs of communities.

The NPS-UD directs councils to remove overly restrictive planning rules that make it more difficult to build homes. It requires councils to respond to changes in demand by enabling denser housing in walkable distances to areas such as around city centres and rapid transit stops.

Major policies in the NPS-UD include:

**Intensification**

*Council plans need to enable (but not require) greater height and density, particularly in areas of high demand and access.*

**Car parking**

*Councils are no longer be able to require developers to provide car parking through their district and city plans. Developers can still provide car parking if they wish. Mobility parking is not affected by this direction.*

**Responsiveness**

*Councils must consider private plan changes where they would add significantly to development capacity, good outcomes and are well connected by transport corridors.*

**Wider outcomes**

*Councils are directed to give greater consideration to ensuring that cities work for all people and communities. Particular focus is given to access, climate change, and housing affordability.*

**Strategic planning**

*Councils are required to work together to produce 'Future Development Strategies', which set out the long-term strategic vision for accommodating urban growth.*

**Evidence and engagement**

*Councils must use a strong evidence base for their decision making and ensure they engage with Māori, developers and infrastructure providers.*

When making planning decisions that affect urban environments, decision-makers must have particular regard to the planned urban built form anticipated by RMA planning documents that give effect to NPS. The planned urban built form involves significant changes to an area, and the NPS recognises that these changes may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and are not, of themselves, an adverse effect.

There are some NPS-UD policies that Council must comply with within specified timeframes.

Policy 5 (Intensification) must be complied with *not later than 2 years after commencement date* (i.e. by July 2022):

*Policy 5: Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:*

- a) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or*
- b) relative demand for housing and business use in that location.*

While the UDF 2010 and MDHS predated the NPS-UD, the underlying principles of assessing accessibility and demand are consistent with Policy 5.

Policy 2 must be complied with *in time to inform the 2024 long-term plan*:

*Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.*

This requires preparation of the *Future Development Strategy* (FDS) to be programmed so that it informs the 2024 LTP. Every FDS must spatially identify:

- the broad locations in which development capacity will be provided over the long term (30 years) in both existing and future urban areas;
- the infrastructure required to support that development capacity; and;
- any constraints on development.

An FDS programme is in place to achieve this outcome. The FDS will replace the HPUDS.

Quarterly Monitoring required by the NPS-UD includes a range of housing market and price efficiency indicators on a quarterly basis. This monitoring ensures the Council and other local authorities have timely information about demand, urban development activity, and market function, including how market changes may affect sufficient capacity for housing land in the district.

The Hastings Medium and Long Term Housing Strategy 2021 has identified that as part of a Council review of its regulatory, planning and consenting processes and practices to support new housing developments, consideration be given to the opportunities provided by the National Policy Statement on Urban Development.

### 5.3 National Planning Standards 2019

The purpose of the National Planning Standards is to improve the efficiency and effectiveness of the planning system by providing nationally consistent structure, format and definitions for plans.

Some Councils have already undertaken restructuring of District Plans in accordance with the NPS without going through a normal RMA plan change process (eg, notification, submissions and hearings). However, most councils have chosen to implement the standards as part of their next plan review process.

The NPS includes District Plan Structure, Zone Framework, Spatial Layer, and Definition Standards that will strongly influence the form and content of any future plan changes and reviews.

### 5.4 Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021

The Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (Enabling Act) requires councils in New Zealand's largest urban areas to adopt medium density residential standards to boost housing supply and enable more types of housing.

The rationale of the Enabling Act is<sup>3</sup>:

*Increasing urban density is critical to addressing the housing shortage in New Zealand because it enables more houses to be built in areas that have access to jobs, public transport, amenities, and other community facilities.*

*When more people live in an area, there is more investment in the parts that enhance a community such as parks and open spaces, streets, schools, health services, and businesses. It also supports more even growth across cities. This is critical to creating thriving communities where everyone has a place to call home.*

*By removing restrictive planning rules, New Zealanders can expect to see more medium density homes being built across more of our major cities.*

The Medium Density Residential Standards enable people to build up to three units and three storeys on most sites in Auckland, and greater Hamilton, Tauranga, Wellington, and Christchurch without the need for a land use resource consent, provided all other rules and standards in the district plan have been complied with. Exceptions to individual sites and areas apply based on *qualifying matters* set out in the NPS-UD.

The provisions for permitted residential development must allow up to 3 units per site, with buildings up to 11m in height, and 4m + 60° recession plane. More than 4 units per site are a non-notified restricted discretionary activity. Tier 1 Councils must also give effect to greater density and height around *functional centres* allowing 4 level buildings within 400m of local centres and 6 level buildings within 800m of town centres.

Councils must publicly notify changes to their district plans to introduce the provisions by the end of August 2022. The permitted activity provisions will have immediate effect.

The standards apply to all residential zones in the Tier 1 urban environments, with some specified exceptions.

The Minister for the Environment, in consultation with the Minister of Housing and Minister of Crown Māori Relations, can require Tier 2 councils to adopt the medium density standards if there is an *acute housing need*. Napier-Hastings (Hawke's Bay Regional Council, Napier City Council and Hastings District Council) is a tier 2 Urban Environment. Hastings arguably has an acute housing need as does Napier.

This indicates the need for Council to consider the adoption of the MDRS across its residential zones as a practicable future option. This is addressed further in Section 7.3 District Plan.

## 5.5 Government Policy Statement on Housing and Urban Development 2021

The Government Policy Statement on Housing and Urban Development September 2021 (GPS-HUD) provides a shared vision and direction for housing and urban development. Access to good housing is seen as underpinning all other wellbeing outcomes including health, education, and employment.

The GPS-HUD has a multi-decade outlook with outcomes for people, communities, the economy, and the built and natural environments towards the following vision:

<sup>3</sup> <https://www.hud.govt.nz/urban-development/enabling-housing-density/>

*“Everyone in Aotearoa New Zealand lives in a home and within a community that meets their needs and aspirations.*

*Homes should be:*

- stable and affordable*
- healthy and of a high quality*
- accessible*
- environmentally sustainable and energy efficient.*

*There will be homes of different sizes, layouts, and tenure types, reflecting the diversity in household sizes and structures. They should meet people’s needs over their lifetime and support their overall wellbeing.*

*Places should be:*

- accessible*
- connected*
- well designed and resilient.*

*The places we live should reflect our culture and our heritage, enable and encourage people to come together as a community, and have a low environmental impact.*

*The location and design of homes will support us to mitigate and adapt to the effects of climate change.”*

The Outcomes are

**Thriving and resilient communities**

*Everyone is living in communities that meet their needs. The places where people live are accessible and connected to employment, education, social and cultural opportunities. They grow and change well within environmental limits, support our culture and heritage, are resilient to natural hazards, and help us reduce emissions and adapt to the impacts of a changing climate.*

**Wellbeing through housing**

*Everyone lives in a home, whether rented or owned, that is stable and affordable. The quality, accessibility, size, and features of our homes support people and families to live healthy, successful lives.*

**Māori housing through partnership**

*Māori and the Crown are working together in partnership to ensure all whānau have safe, healthy affordable homes with secure tenure. Māori housing solutions are led by Māori and are delivered locally. Māori are able to use their own assets and whenua Māori to invest in and support housing solutions.*

**An adaptive and responsive system**

*The system is integrated, self-adjusting and delivers in response to emerging challenges and opportunities. Land, infrastructure, and housing supply is responsive to demand, well-planned and well-regulated*

Six focus areas are identified as essential to achieving these outcomes:

**Ensure more affordable homes are built** – to enable urban development, deliver infrastructure and drive action to build enough homes to support everybody's wellbeing and make homes more affordable.

**Ensure houses meet needs** – to ensure that our houses are warm, dry, accessible and affordable to run, and meet the needs and changing life circumstances of families and households.

**Enable people into stable, affordable homes** – to ensure every New Zealander can live in a stable, affordable home from which they can thrive. Ensure that homelessness is prevented where possible.

**Support whānau to have safe, healthy affordable homes with secure tenure** – the right to self-determine better housing and urban development solutions for iwi and Māori should be realised.

**Re-establish housing's primary role as a home rather than a financial asset** – to reduce speculative investment in existing housing stock, making home ownership more accessible for first-home buyers.

**Plan and invest in our places** – to ensure our neighbourhoods and places meet the needs of our communities today and are well equipped to meet long-term climate, social, cultural, environmental and economic challenges and opportunities.

The GPS-HUD aims to align the whole housing system in both government agencies and the private sector, supporting the housing and urban development system to work toward realising an enduring set of outcomes.

The Government expects all government organisations, including local government, to help implement the GPS-HUD, and to consider how they can shift and align their policy and investment to support it, while also delivering on their core roles. Kāinga Ora, as the Crown's public housing provider and urban development agency, must give effect to the GPS-HUD.

For non-government organisations, the GPS-HUD informs how they can shift their own operations to respond to the direction independently, or in partnership with government and each other.

A place based approach is to be taken:

*'This is because every place is unique, with different characteristics – including challenges or problems – arising from local history, culture and heritage, geography, economy, and resources. Climate change will have an impact on us all, but it will affect each place and community differently. Some communities are more vulnerable to sea-level rise and coastal inundation than others, and some places have more scope to rapidly reduce their transport emissions than others.'*

Local government is recognised as a *key enabler and delivery agent* for housing and urban development, particularly through their planning and infrastructure investment roles. Local authorities are a key enabler and delivery agent for central government direction on housing and urban growth and play a key role in ensuring there is sufficient development capacity for housing and business land.

The private sector is recognised as playing the largest role in funding, financing, designing, constructing, delivering, and maintaining the built environment.

The GPS HUD 2021 has significant long term implications for housing provision as whole, including links to major policy changes through the reform of the Resource Management Act, infrastructure funding tools, addressing legislative barriers and three waters reform.

However, there is also policy direction that has more immediate implications for the delivery of MDH in Hastings, and this review, including:

- Better enabling housing supply and urban development within environmental limits, including reducing underutilisation of land with residential potential within existing urban and built areas.
- Ensuring adequate and sustainable supply and management of drinking, wastewater and storm water services.
- Removing barriers or disincentives to live in and build medium density and high density houses.
- Developing place based strategies that recognise every place is unique, with different characteristics – including challenges or problems – arising from local history, culture and heritage, geography, economy, and resources.
- Seeking new opportunities to increase the pace and scale of new housing supply and urban development and increase the number of homes that are affordable for low to moderate-income households.
- Aligning government investment in transport, education, health and other services to complement housing and urban development objectives.
- Increasing the proportion of new-build homes that are accessible and universally-designed.
- Developing a range of pathways into home ownership rental and entirely new types of tenure that support people into stable and affordable homes, for low to middle income families and first home buyers.

The GPS HUD 2021 is a significant change in government policy from the time the MDHS strategy was formulated in 2014.

It is noted that many of these issues have been identified and actions developed within the Hastings Medium and Long Term Housing Strategy 2021, discussed further below.

## 5.6 Public Housing Plan 2021-2024

Public housing is one of many housing initiatives the Government is progressing to address housing need.

Outcomes sought by the public housing plan are:

- *Greater collaborative partnerships between the Ministry, Kāinga Ora, iwi and Māori, Community Housing Providers, local government and the construction industry*
- *More new public housing in regional centres and towns where housing demand is growing the fastest, alongside delivery in main centres*
- *More place-based and MAIHI<sup>4</sup> approaches, and bespoke responses to different housing needs, especially for Māori*

<sup>4</sup> Māori and Iwi Housing Innovation Framework for Action (MAIHI) <https://www.beehive.govt.nz/release/new-partnership-central-delivering-more-māori-housing>

- *An increase in the number of new build public housing and a progressive decrease in the proportion of private market homes leased for public housing*

Hastings is within the East Coast Local Area. Gisborne, Napier and Hastings are priority areas with housing deprivation. Supply is targeted towards these areas. The region has a high proportion of Māori in housing need. Work is underway to bring on further supply across the region.

340-590 new public housing units and 120 Transitional Housing units are *intended* and will vary on what is delivered due to capacity to bring on supply. Around 300 of these housing units are projected to be placed in Hastings by 2024. This is a reasonably significant share (about 20%) of new housing starts for this period, and about double the current level of public housing activity. However, this does not fully address the current need indicated by the of housing register of around 800 households.

Kāinga Ora (KO) will be a very significant participant in residential development. Engagement occurred with KO was part of the review and this is summarised in Section 10.3 Feedback.

## 5.7 Resource Management Reform

The Resource Management Act 1991 (RMA) will be replaced by three pieces of legislation.

The proposed Natural and Built Environment Act (NBEA) will replace the RMA and provide the legal framework for statutory planning instruments and consents. The exposure draft of the Bill indicates that there will be a natural and built environments plan (a plan) for each region.

The proposed Strategic Planning Act will introduce a requirement for regional spatial strategies to guide high-level strategic planning on a regional basis. This will require integrated land use and infrastructure strategies for the entire Hawkes Bay Region, aligning and reconciling urban development strategies for all districts in the Region, including Central Hawkes Bay and Wairoa Districts. The natural and built environments plan will need to give effect to the regional spatial strategy.

A proposed Climate Change Adaptation Act will address issues relating to managed retreat and funding and financing adaptation. The national direction to address climate change mitigation and to reduce greenhouse gas emissions is effectively in place already through the NPS-UD and GPS-UD as outlined above.

Timelines for the reform are not readily available. However, any change in legislation the transition provisions will extend over several years with the likelihood that medium term actions on MDHS implementation will fall on HDC.

## 6.0 Regional Policy

### 6.1 Heretaunga Plains Urban Development Strategy

The Heretaunga Plains Urban Development Strategy (HPUDS), adopted in August 2010, brought together the separate urban development strategies that Hastings and Napier had in place from the 1990's through to 2015.



HPUDS was updated in 2017 to include new growth projects, updated demographic projections, and changed market drivers for housing and business land needs projected over the next 30 years. Updated projections showed a significant population increase over the 30-year period and an associated 30% increase in dwelling growth, largely as a result of adopting a medium to high projection scenario.

HPUDS is based on a preferred settlement pattern of 'compact design' for the Heretaunga Plains, recognising the community preference to maintain the versatile land of the Heretaunga Plains for production purposes.

The direction for growth through to 2045 relies on Napier and Hastings having defined growth areas and urban limits, with a need to balance increased intensification and higher densities close to commercial nodes and higher amenity areas against the provision of housing choice.

A shift in the type of development from greenfield and rural residential towards intensification of the existing urban area, and increased density is needed to be achieve the compact design settlement pattern.

The type of residential development is forecast to change from the 2015 allocation through a staged transition over 30 years as indicated in the following table:

Type of Development	Current (2015) Development [%]	Proposed Additional Households [No.]			
		2015-2025	2025-2035	2035-2045	2015-2045
Intensification	[35]	40% [2140]	51% [1705]	60% [1150]	47% [4995]
Greenfields	[40]	50% [2670]	42% [1405]	35% [670]	45% [4745]
Rural Residential	[25]	10% [535]	7% [235]	5% [100]	8% [870]
Total	[100]	5345	3345	1920	10610

Table 1: Additional Households for the Heretaunga Plains 2015 – 2045 from HPUDS 2017

The 2017 update increased the supply of greenfield residential and this was reflected in a slower transition to intensification in the earlier parts of strategy implementation<sup>5</sup>.

Compact design requires "average yield" (density) to increase for both greenfield and intensification areas:

- 15 dwellings per hectare in greenfield growth areas
- 20 dwellings per hectare in intensification development areas.

HPUDS was developed on the basis of achieving a *relatively balanced supply across Napier and Hastings*<sup>6</sup>.

Although not prescribed in HPUDS, approximately 2500 household units are allocated to the Hastings urban area as residential intensification over the period 2015/2045. This allocation represented a 30% increase above the proportion that had occurred in Hastings in the previous 10 years. The allocation assumed, amongst other things, that greenfield development occurred in proportion to the availability of greenfield land in each of Napier and Hastings<sup>7</sup>.

<sup>5</sup> HPUDS<sup>2017</sup> 4.3.3 2016 HPUDS Review Conclusions

<sup>6</sup> HPUDS<sup>2017</sup>: 2.1.2 Development Allocation

<sup>7</sup> HPUDS Target Splits between Hastings and Napier, Memorandum to HUUDS TAG 1 December 2016.

HPUDS provides only general direction on the location of residential intensification areas. HPUDS recognises that intensification *should occur close to commercial centres/nodes and higher amenity areas*<sup>8</sup> and that *infrastructure upgrading would be unaffordable for Councils unless targeted to specific locations*<sup>9</sup>.

## 6.2 Regional Policy Statement

Urban Development and Strategic Integration of Infrastructure are addressed in the Managing the Built Environment chapter of the RPS.

The RPS gives effect to the general tenets and growth management direction of the Heretaunga Plains Urban Development Strategy for the affected subregion.

The core regional issue is the adverse effects from urban development encroaching on versatile land, particularly in the Heretaunga Plains sub-region where the land supports regionally and nationally significant intensive economic activity<sup>10</sup>.

Establishing a compact, and strongly connected urban form throughout the Region is intended to achieve a range of objectives including the protection of versatile land, reduction of natural hazard risks, and quality built environment<sup>11</sup>.

Objectives include providing for residential growth in the Heretaunga Plains sub-region through higher density development in suitable locations

This objective is achieved through policies that:

- Require progressive transition towards higher levels of residential intensification<sup>12</sup>
- Impose minimum average yield requirements in greenfield growth areas (15 lots/ha) and intensification development areas (20 lots/ha)<sup>13</sup>
- Require infrastructure planning and sequencing, but only expressly for greenfield growth areas<sup>14</sup>

'Housing bottom lines' for Napier -Hastings Urban Environment are provided in the RPS, in accordance with the NPS UD<sup>15</sup>.

The housing bottom lines for short-medium term and long term capacity are for total dwellings and make no separate allocations to greenfield or brown field development.

## 6.3 Future Development Strategy

The National Policy Statement on Urban Development 2020 (NPS-UD) requires councils in tier 1 and 2 urban environments to work together to prepare and adopt a Future Development Strategy FDS for that

<sup>8</sup> HPUDS<sup>2017</sup> Key Aspects of the Strategy and 2.1.4 Key Assumptions

<sup>9</sup> HUDS<sup>2017</sup> 2.2 Growth Areas

<sup>10</sup> ISS UD2

<sup>11</sup> OBJ UD1 Urban Form

<sup>12</sup> POL UD7 Intensification In Existing Residential Areas

<sup>13</sup> POL UD8 Density Of Residential Development Areas

<sup>14</sup> POL UD9.1, POL UD9.2, POL UD10.1 Achieving Strategic Integration of Infrastructure with Land Use

<sup>15</sup> OBJ 3.1AA.1: Housing bottom lines for Napier -Hastings Urban Environment [1]

environment to provide at least sufficient development capacity in its region or district to meet expected demand for housing in the short, medium and long term.

The NPS-UD sets out requirements for the FDS: these include the Strategy being a collective undertaking of the Hawke’s Bay Regional, Napier City and Hastings District Councils. The initial FDS is required to be completed by 30 June 2024.

The FDS will need to incorporate significant engagement with/involvement from mana whenua, and with infrastructure providers and developers, as well as wider community engagement.

The FDS will consider and address predicted growth, hazards, constraints and opportunities, and infrastructure (including social infrastructure) servicing considerations to provide a plan as to where development capacity can be accommodated.

The Strategy is likely to provide development capacity via a mix of intensification in existing urban areas and new growth areas, with intensification becoming increasingly important. It will address both residential and business development capacity as well as servicing needs.

The current density targets for residential intensification in HPUDS and the RPS are well below the targets now being adopted by other growth Councils. Greenfield density targets of 30 dwellings per hectare are expected for new greenfield areas, achieved through detailed master planning of land use and infrastructure.

The FDS will need to address this gap, as well as integrate land use with a transport strategy that promotes a shift away from single occupancy vehicles to public transport and active modes within a well-functioning urban environment.

6.4 Public Transport

The MDHS has specific action to advocate for the planning for and prioritisation of public transport services provided by the Hawke’s Bay Regional Council that support medium density intensification areas. It is not evident that this has occurred.

The Regional Public Transport Plan refers to bus services contracted to service Hastings (Camberley, Mahora, Parkvale and Akina), Flaxmere and Havelock North.

The RPTP plan refers to dispersed geography and low density housing as challenges and signals likely future needs for better integration of public transport into the transport system but does not refer to urban growth strategies or the MDRS.

## 7.0 District Policy

### 7.1 Operative District Plan

#### 7.1.1 Strategic Direction

The Operative District Plan (ODP) Introduction (Strategic Direction) identifies the important role that Medium Density plays in achieving a sustainable urban environment for Hastings, including the reduction of development pressure on the versatile soils of the Heretaunga Plains.

The **Plan Philosophy** identifies the long term strategies that contribute to Sustainable Urban Environment<sup>16</sup> including reduced levels of greenfield development based on intensification. The Plan Philosophy also notes that while increased intensification is the goal, the challenge is to *maintain the levels of amenity currently enjoyed by the community*.

The **Urban Strategy** identifies the principal outcomes of HPUDS and RPS, including urban containment, intensification of urban activity, and strategic integration with infrastructure<sup>17</sup>.

The **Medium Density Housing Strategy** picks up on the HPUDS principles and goes into depth identifying the areas suitable for medium density development that were recommended in the UDF 2010 and several large brownfield sites suitable for future medium density development.

The operative provisions include changes made in 2015 to better provide for medium density housing.

Issues are identified broadly as ensuring quality design at both site level (layout and buildings) and neighbourhood level (development well connected with amenities, community facilities, work and open space).

It is anticipated that the following Outcomes will be achieved:

*MDSAO1 Medium density development that provides high levels of environmental amenity.*

*MDSAO2 Diverse range of housing typologies are available in providing residential choice.*

*MDSAO3 Medium density development that is integrated into existing neighbourhoods.*

The relevant objectives and policies are:

#### **OBJECTIVE MDO1**

*Promote residential intensification in the form of comprehensive residential development in suitable locations of Hastings and Havelock North.*

#### **POLICY MDP1**

*Ensure that residential intensification occurs in close proximity to high amenity open spaces, urban centres and public transport routes, to contribute to a high quality living environment for residents and the wider community.*

#### **POLICY MDP2**

<sup>16</sup> 2.3 PLAN PHILOSOPHY AND INTEGRATED RESOURCE MANAGEMENT

<sup>17</sup> 2.4 URBAN STRATEGY

*Provide for comprehensive residential development in areas with infrastructure capacity for higher housing yields by zoning the premium locations for such development 'City Living' and identifying in the Plan other urban areas that are also suitable for comprehensive residential development.*

**OBJECTIVE MDO2**

*Ensure that residential intensification provides high levels of environmental amenity.*

**POLICY MDP3**

*Promote residential intensification in the form of comprehensive residential development to ensure that high yield residential development is designed in a highly integrated manner that will provide high levels of amenity and liveability avoiding the potential for adverse effects that can be created by compact building configurations.*

**POLICY MDP4**

*Ensure that comprehensive residential developments have a strong interface with adjacent public spaces to create safe and interesting streets and parks which encourage people to walk, cycle and enjoy.*

**POLICY MDP5**

*Encourage comprehensive residential development to offer a diverse range of housing typologies and sizes to provide for the housing needs of the Hastings community.*

**POLICY MDP6**

*Ensure that infill subdivision and development is undertaken in a manner that provides a good level of amenity for future residents, neighbouring residents and the streetscape.*

Implementation methods are:

- Residential Environment (Zone) provisions
- Transport and parking provisions
- Subdivision
- Subdivision and Infrastructure Development in Hastings: Best Practice Design Guide (BPDG)
- Infrastructure provision through the LGA process (LTP, Infrastructure Strategy, Annual Plan)
- Development Contributions that reflect lower costs for servicing infill

### 7.1.2 Area Specific Matters

The zone framework for urban Hastings is complex being divided into separate *Strategic Management Areas* for Hastings, Havelock North and Flaxmere, with area specific zones and general zones in each.

The **Hastings Residential Environment** is comprised of four Zones.

- Hastings General Residential zone – areas with a low-rise, low to medium density suburban environment
- City Living zone - areas identified specifically for medium density residential development
- Hastings Residential Character zone - areas with presence of recognisable architectural and streetscape features

- Hastings Deferred Residential zone

Intensification in the form of Comprehensive Residential Development where multiple residential units is planned in an integrated way is promoted in an endeavour to reduce emphasis on traditional infill development. Areas selected for higher density housing take advantage of convenience factors i.e. proximity to services or high amenity parks.

The Strategic Direction to *maintain the levels of amenity currently enjoyed by the community* is clearly reflected in the zone introduction and objectives and policies that apply to all zone: E.g.:

**OBJECTIVE RO1**

*To enable a diverse range of housing that meets the needs of the community while offering protection to the amenity of neighbouring properties and the local environment.*

**POLICY RP1**

*To provide for diversity by Zoning areas of the Hastings residential environment to recognise different characters and to appropriately manage different types of residential development.*

Permitted density limits are generally one dwelling unit per 350m<sup>2</sup>, but this increases to 600m<sup>2</sup>-1,000m<sup>2</sup> in Character Residential Zones.

The **Havelock North Residential Environment** is comprised of two Zones.

- Havelock North General Residential zone – provides for a more compact form whilst ensuring that higher density housing is of quality design and is located in appropriate areas.
- Havelock North Character Residential - specific special character areas are identified.

The Introduction notes that Havelock North residents have a strong connection with the area in which they live and are committed to protecting its character. Controls over design and location of certain activities are therefore incorporated into the District Plan. Character protection is reflected in objectives and policies: E.g:

**OBJECTIVE HNRO6 Relates to Outcome HNRAO1**

*To ensure that intensification of housing in Havelock North is sympathetic to the existing environment in its design and location.*

**POLICY HNRP9**

*Manage the scale and intensity of consolidation and infill development to avoid adverse effects on local neighbourhood amenity.*

Permitted density limits are generally one dwelling unit per 350m<sup>2</sup>, but this increases to 700m<sup>2</sup>-1,000m<sup>2</sup> in Character Residential Zones.

The **Flaxmere Residential Environment** is comprised of a single Zone, the Flaxmere Residential zone reflective of the with relatively uniform housing style.

Objectives and policies have less emphasis on amenity protection, and more focus on diversity of housing needs. E.g.:

**OBJECTIVE FRO1**

*Ensure that growth within the residential environment of Flaxmere is managed in a manner that enables efficient land use management and development where appropriate and suitable for the community.*

**POLICY FRP1**

*Provide for the Flaxmere residential suburb as one comprehensive residential environment by enabling the existing mix of activities to continue and be enhanced while ensuring that any adverse effects on the environment of residential land use, development and subdivision are avoided, remedied or mitigated.*

Permitted density limits are generally one dwelling unit per 500m<sup>2</sup>. This larger minimum site size is intended to better suit the family preferences of residents which in Flaxmere tends to be a greater number of people per household than in other areas.

The **Commercial Environment** provides for residential development in association with commercial development, with guidance to ensure that a combined residential and commercial environment does not impact on the viability of the Zone and that residents enjoy a high standard of urban amenity. The strategic direction is to encourage more inner city living with an emphasis on high urban amenity for occupants. Areas within the central commercial area have been identified as being suitable for inner city living and mixed use development.

Three zones enable residential mixed use:

- Central Commercial Zone
- Central Residential Commercial Zone
- Suburban Commercial Zone

Plan provisions are generally enabling, and guidance and encouragement is provided to support conversion.

The HBA identifies the Commercial Environment as contributing around 25% of future housing units. For this to be achieved a very significant shift will be needed in the development sector. Feedback on current obstacles is included in Section 10.3.

If the shift is not achieved, capacity will need to be made up in other medium density areas or greenfields.

### 7.1.3 Conclusion

The ODP makes comprehensive provision for medium density housing clearly tied to the strategic priorities of the HPUDS.

There is some tension in the plan provisions which seek to enable intensification while also maintaining the levels of amenity currently enjoyed by the community. This policy weighting must inevitably constrain the delivery of intensification through increasing development risk and uncertainty, including the extent of affected parties who can justifiably call on Council protection when change is threatened in their neighbourhood.

The NPS UD does not support this approach, placing greater weight on improved amenity values appreciated by other people, communities, and future generations by providing increased and varied housing densities and types. This is an issue that will need to be reconciled, potentially through the FDS.

Council will need to work closely with Kāinga Ora and other large scale housing developers to ensure that varied housing densities and typologies are realised in the way that the NPS-UD has directed.

Relatedly, the ODP provisions are mainly concerned with managing effects on sites and surrounds with less emphasis on neighbourhood scale outcomes. The City Living Zone and CRD provisions largely stand alone as a delivery tool and are not clearly supported by broader spatial planning of the neighbourhood in terms of infrastructure and connectivity. Development of Local Area Plans are envisaged in the MDHS from 2021, and this needs to occur to optimise community outcomes and to create quality medium density neighbourhoods.

## 7.2 Short Term Plan Changes to Optimise Current Residential Intensification Approach

Council's Environmental Policy Team has been preparing a change to the District Plan to facilitate residential intensification within the City Living Zones and other areas identified for Comprehensive Residential Development (CRD). It is recognised that there is room for improvement in the ODP provisions in order to achieve greater intensification and provide sufficient certainty for developers.

As a first step toward increasing certainty, a residential intensification design guide has been released<sup>18</sup>.

The second step is to create a District Plan framework that aligns with the aspirations of the residential intensification design guide and strategic direction to increase the number of houses being built within these areas

The main objectives of the draft plan change are:

- To provide a less onerous consenting pathway for comprehensive residential development in these zones while maintaining quality residential outcomes.;
- Providing certainty that within the City Living Zone, residential intensification (in the form of CRD) is desirable;
- Lowering the activity status of CRD to permitted activity, subject to a set of simplified performance standards; and
- To increase the area of land zoned City Living Zone in line with the MDHS 2025.

Urgency should be given to these changes in the short term.

## 7.3 Medium Term Plan Changes to Increase Residential Intensification

Further Changes to the District Plan to achieve significantly higher levels of intensification will be required in the medium term, informed by the FDS that is due for completion by June 2024. However, the urgency for increasing housing supply may support the formulation of plan changes occurring in parallel with FDS development so that the 1st Schedule plan change process can be initiated as early as possible.

<sup>18</sup> <https://www.hastingsdc.govt.nz/services/district-plan/hastings-residential-intensification-design-guide/>



The identification of expanded provision for residential intensification will be subject to an analysis that follows the NSP UD to enable heights and density of urban form commensurate with the greater of:

- The level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
- Relative demand for housing and business use in that location.

Practicable options to achieve these objectives need to be developed for evaluation. Consideration should include placed-based medium and high density areas and more widespread or 'blanket' zoning for medium and high density housing.

**Option: Blanket Medium Density Residential Zone**

Implementation of the MDRS across all residential zones in accordance with the Resource Management (Enabling Housing Supply and Other Matters Amendment Act) 2021 will need to be considered, however it is not a mandatory requirement for Tier 2 Councils, like Hastings.

This option would see all Residential Zones (including greenfields) in Hastings, Havelock North and Flaxmere being changed to *Medium Density Residential Zone*, with consideration of *High Density Residential Zone* around the CBD and local centres.

The advantage of this option is that it would follow national direction. Council will be in a position to observe the implementation of the approach in Tier 1 urban environments over the next 12 months and apply best practice derived from this.

The concern with this option is that it would create additional plan enabled capacity for residential development in areas that do not have the qualities of a *well-functioning urban environment* and/or in areas lacking infrastructure capacity. While additional housing supply may eventuate, this blanket approach could put at risk the impetus for providing medium density development at preferred locations under the MDHS, and where infrastructure has been planned and provided.

**Option: Placed-Based Medium Density Residential Zone**

The alternative of a *place based medium density housing strategy* targeted to areas that will support a well-functioning urban environment is also open to the council. This approach would be an extension and amplification of the current MDHS approach.

Specific medium density development areas in Hastings, Havelock North and Flaxmere would need to be assessed, including location specific opportunities for brownfields redevelopment. The appropriateness of a high density residential zone would be considered in accessible areas, such as Stortford Lodge commercial area, through to and surrounding the Hastings CBD, in order to facilitate the best and most efficient use of land in such a highly accessible area.

Staging may need to be considered to align land use change with infrastructure delivery.

Optimising suburban commercial centres including consideration of sufficiency of scale to meet future demand for intensification, and for mixed use development will require consideration. This information would inform development of Local Area Plans as these local centres may need additional zoning for business, and/or amenity or streetscape improvements to support redevelopment.

Potential Plan Changes that could be considered as part of the package are:

- Removing density controls and minimum subdivision site sizes within the City Living Zone and areas identified as appropriate for CRD;
- Amending the activity status of CRD from Controlled to Permitted, subject to standards.
- Remove 3rd party involvement where standards are not met (use the Design Guide key design elements to evaluate these proposals through a Restricted Discretionary (Non-Notified) activity status);
- Change the definitions of Infill Development and CRD to distinguish between these two development types (infill – one unit, CRD – 2 or more units); and
- Maintain the position on non-complying single lot / unit infill development within the City Living Zone – to ensure that the land within this zone is used as efficiently as possible.

Although outside the current scope of the MDHS, a change in approach in greenfield areas will also need to be considered to achieve higher levels of residential intensity.

Master planning to achieve appropriate density and accessibility will be needed to optimise yield from scarce greenfield land. As already noted, the current yield target of 15 dwellings per hectare is low by comparison to centres such as Hamilton and Tauranga where 30 lots per hectare is being targeted.

Options include a requirement for CRD superlots to be identified in greenfield subdivision as part of the structure planning process. This would ensure that when greenfield land is subdivided, developments are carried out in an efficient manner, respecting any loss of productive land by it being developed in the most efficient manner and also to provide for more affordable low maintenance housing in a range of locations. Current example of this approach can be seen within the Iona Structure Plan - Bull Hill Neighbourhood and Frimley Lifestyle Village. The CRD superlots would be required to be used for medium density housing typologies with specific minimum yields to be achieved. In this way greenfield subdivision will create choice in the housing market and meet the demand for 1 and 2 bedroom unit accommodation.

Increases in greenfield density will require consideration of infrastructure capacity. Increased density will alter demand and impacts. Increased stormwater runoff will require mitigation of increased flood risk both within the development area itself and potentially in downstream catchments.

## 7.4 Design Guidance

Design Guidance is provided for Residential Intensification<sup>19</sup> and Inner City Housing conversions<sup>20</sup>.

Design guidance is intended to promote good design outcomes and to increase development certainty through the consenting process.

Users report that the guidance is a positive contribution, although there are issues with the level of subjectivity and some misalignment with the current Operative District Plan.

The inclusion of design guidance as a regulatory tool is being debated in other growth centres. Central government policy direction is that this should be non-regulatory to provide greater flexibility and reduce

<sup>19</sup> <https://www.hastingsdc.govt.nz/services/district-plan/hastings-residential-intensification-design-guide>

<sup>20</sup> <https://www.hastingsdc.govt.nz/services/planning-and-resource-consents/residential-conversion-guide/>

compliance costs. Non-regulatory guidance can also be updated without the need for first schedule plan change process to be followed.

## 7.5 Long Term Plan 2021-2031 (LTP)

"Homes for our people" is identified as a *Strategic Priority Area* in the Long Term Plan 2021-2031 (LTP). The LTP recognises that the type of housing available should match the diversity in needs while also managing urban sprawl onto the Heretaunga Plains, and that this will require a more compact community connected by a range of effective transport choices.

Key focus areas are (in summary):

- Protecting good soils;
- More compact housing choices using available land;
- Working with government and other partners on housing projects;
- Rethinking and looking at future opportunities for council housing.

The LTP notes that the HPUDS informs the sequencing and location of growth development. The LTP identifies that the Council's growth nodes (greenfield) are well defined along with the infrastructural investments required to service those new development areas. There is no explicit reference to Medium Density Housing Strategy in the LTP although there is reference to the pending FDS and that this will reshape priorities.

There is no reference in the LTP to the intended preparation of *Local Area Amenity and Infrastructure Plans* for medium density areas from 2021 under the MDHS.

The 2021-2031 includes provision for Major Capital Works for Medium Density Housing of \$2.5m comprising:

- Stormwater: Havelock North (\$670K), Hastings (\$316K), Mahora (\$323K) and Parkvale (\$300K).
- Roads and footpaths: Mahora (\$562K).

This makes up 6.5% of the Residential Growth Capital Expenditure to 2031. This is a low level of expenditure relative to the 50% approximate share of future growth that Medium Density housing is projected to make up by 2031. However, this is likely to be understated. It is noted that the LTP includes other capital expenditure that provides capacity for infill/intensification. For example, the Wastewater Eastern Interceptor Upgrade is specifically noted as supporting urban infill, but is not listed in the Major Capital Works for Medium Density Housing

In overview, there is currently a degree of mismatch in the LTP between the stated Strategic Priority Area and explicit provision for its implementation as envisaged under the MDRS.

## 7.6 Infrastructure

Given the rapid growth Hastings has experienced over the last 5 years and the rapid consumption of infrastructure capacity, the Council has modified its approach to providing infrastructure capacity for medium density development. The Council has almost completed the development of an Infrastructure Constraints Report which identifies constraints on growth due to shortages in infrastructure capacity. This

identifies areas where further investment in infrastructure capacity will be required to enable medium density intensification. A lack of wastewater capacity is the most significant constraint to growth, both intensification and greenfield.

In light of this, the Council has developed a business case to demonstrate the need for investment in wastewater network capacity. The Council will be signalling in the 2022/23 Annual Plan, the need to invest in growth infrastructure across all of its infrastructure service areas and has included within the 2022/23 budget funding for design works for two major wastewater interceptor mains to provide for additional wastewater network capacity for Hastings and Flaxmere.

As part of its growth planning programme, the Council is preparing Essential Services Development Plans (ESDPs) in conjunction with the FDS for the Napier-Hastings Urban Environment. These ESDPs will set out how to what extent various development areas, including areas designated as appropriate for medium density and intensification, will be serviced. These will be essential for the development of LAPs.

## 7.7 Development Contributions

The Development Contributions Policy 2022/23 (DC Policy) was subject to a review in 2015 where MDHS issues were considered including

- Ensuring costs of greenfields development (both local and external) are fairly distributed.
- Reducing the contribution required for medium density housing; and/or
- Enabling the delay of payment until such time as the developer has acquired financial return for investment in medium density housing

The outcomes from this review are reflected in the DC policy.

Residential infill is subject to DCs of approximately \$16,000 per unit. Residential units in a medium density area are subject to DCs of approximately \$18,000 per unit.

Additional residential units on a site are subject to DCs are subject to scaled DCs based on floor area and are typically around \$12,000 per unit at 0.75 of a household unit equivalent (HUE). Retirement village units are assessed as 0.33 of an HUE.

By comparison, greenfield household units are subject to DCs of approximately \$27,000 per unit. In the Howard Street greenfield area, DCs are approximately \$51,000.

There is no explicit policy enabling the delay of payment until such time as the developer has acquired financial return for investment in medium density housing. However, this could be achieved through a private development agreement under policy 8.5.

It is noted that Hastings' DCs are relatively low when compared to DC policies in other growth centres. Tauranga and Hamilton have well developed policies which aggressively capture all growth costs, including costs of capital.

In Tauranga, typical infill is subject to DCs of \$35,000 per unit. Greenfield DCs typically range between \$40,000-\$70,000 per unit<sup>21</sup>. Tauranga policy provides for area based DCs rather than unit based DCs in greenfield areas developed since 2005. The aim of this is to encourage intensification by lowering the average unit cost.

<sup>21</sup> <https://www.tauranga.govt.nz/council/council-documents/development-contributions/draft-2022-23-development-contributions-policy>

The Tauranga DC policy also provides pro-rated DCs for small dwellings, based on number of bedrooms.

In Hamilton, typical infill is subject to DCs of \$20,000 per unit. Greenfield DCs typically range between \$25,000-\$30,000 per unit<sup>22</sup>, with one outlier at \$75,000.

The variability in greenfield DC charges in these two growth centres reflects a strongly catchment based policy framework.

The DC policy will need to be reviewed following the FDS completion where fundamental decisions on spatial planning for intensification will need to be made. In the interim, consideration should be given to reducing DCs for small dwellings, based on their lower demand on infrastructure. This would provide a tangible signal to the market that the Council recognises the benefits of intensification and supports diversity in housing typology.

A key attribute of any DC policy from a developer perspective is predictability. Significant unanticipated increases create difficulties in passing costs on to purchasers.

## 7.8 Hastings Medium and Long Term Housing Strategy 2021

An initial cross agency strategy<sup>23</sup> to address to housing and urban development challenges in Hastings District was prepared in December 2019 as an urgent response to the rapid increase in the numbers of households on the Public Housing Register, and growing concerns over poor housing affordability and availability for households on lower incomes, and associated impacts on wellbeing including growing homelessness.

The factors contributing to this trend were identified in the assessment as:

- Strong economic growth increasing competition for housing, leading to increasing prices and rents;
- Construction of new housing focused on larger homes at the top end of the market;
- A shift towards alternative uses of private rental housing (including for Airbnb and seasonal workers), reducing availability for long-term rental;
- Removal of public housing;
- Limited capacity of community housing providers;
- Ageing population meaning fewer households moving on from public housing to other housing.

The initial plan was reviewed and updated in 2021 as the *Hastings Medium and Long Term Housing Strategy* (Housing Strategy 2021).

The Housing Strategy 2021 builds on the initial plan, with the aim of delivering sustainable, positive change through a programme of work encompassing all types of housing: affordable housing, social housing, market housing, Māori housing, senior housing, and RSE accommodation, alongside skills training and employment creation.

The Housing Strategy *Vision* is:

<sup>22</sup><https://maps.hamilton.govt.nz/developmentcharges/>

<sup>23</sup> Place Based Assessment Report and Strategy 2019

*Every whānau and every household has access to a safe, stable, healthy, affordable home in a thriving resilient community with access to education, employment and amenities.*

Outcomes are:

- *Working together and building local capacity (all sectors)*
- *Affordability and suitability*
- *Māori Housing*
- *Land and regulatory settings*
- *Community well-being*
- *Reduced external pressures*

The Housing Strategy 2021 comprises six workstreams, and several aspects have a direct relationship to the Medium Density Housing Strategy

Workstream	Scope (Aim)	Actions Related to MDH Strategy
Workstream 1: Social And Affordable Housing – Home Ownership and Rental	A sustainable supply of affordable and social housing to meet household growth.	Enable typologies of new builds consistent with the housing needs of whānau.  Identification of Kainga Ora social and affordable housing programme.  Identification of specific areas for redevelopment based on community master planning
Workstream 2: Market Affordable Housing	There is a sustainable supply of market and affordable homes through greenfield developments and urban and inner city intensification to meet market and social demand.	A more responsive regulatory and consenting process with a more expansive range of tools to support and incentivise development.  The quantum of housing within the existing urban boundary is increased to meet HPUDS targets by Council accelerating its housing intensification programme in the Hastings urban area and CBD through proactive engagement with developers and responsive policies and regulatory processes.  Introducing economic incentives to developers to

Workstream	Scope (Aim)	Actions Related to MDH Strategy
		<p>incentivise the development of intensive housing in the inner city.</p> <p>Collate a comprehensive overview for all housing streams, public and private, across the district to understand the anticipated delivery of housing; including typology, affordability, quantum, location, timeframe and developer.</p> <p>Council to investigate the viability of undertaking an intensive housing project with the purpose of incentivising further private sector developments.</p> <p>Council reviews its regulatory, planning and consenting processes and practices so that they are supportive of new housing developments with the potential for mixed ownership and affordability.</p> <p>Consideration be given to the opportunities provided by the National Policy Statement on Urban development.</p> <p>To monitor that the type of housing being built is consistent with demand and projections, the Council expand the information collected through building consents and other sources and maintain a comprehensive database. This information will assist to inform future strategic planning.</p>
Workstream 3: Māori Housing	Across whānau, hapū and iwi, Māori are planning and implementing successful housing solutions.	No specific actions.

Workstream	Scope (Aim)	Actions Related to MDH Strategy
Workstream 4: Senior Housing	Elderly residents have access to safe, healthy and affordable housing.	There is sufficient supply of social housing for the elderly to meet any future demand due to an ageing population.
Workstream 5: Recognised Seasonal Employer Scheme (RSE)	Housing is provided for RSE workers without impacting on the district's housing supply for permanent residents.	No specific actions.
Workstream 6: Procurement, Skills Training and Employment Creation	Procurement, employment and training opportunities arising from housing developments are fully realised for the benefit of local residents.	Organise a meeting between delivery partners on the Hastings Place Based programme to co-ordinate contractor engagements to provide consistency in housing supply markets.

It may be efficient and effective to integrate the Medium Density Housing Strategy into the Medium and Long Term Housing Strategy, rather than continue with a standalone policy approach. The Housing Strategy brings together key sector interests and provides an established framework for engagement, information gathering and dissemination, and structured monitoring and review.

Several of the Housing Strategy outcomes are also directly applicable to addressing obstacles to the delivery of Medium Density Housing that are common across all types of housing:

- Working together and building local capacity – partnership and engagement with providers across the housing sector;
- Affordability and suitability – housing needs in the local area are understood, and supply is targeted to demand;
- Land and regulatory settings – responsive regulation and consenting processes, monitoring, development of tools to support delivery across all forms of housing;
- Community well-being - place based approach.

Integration could be achieved by formulating an additional workstream for Medium Density Housing.



## 8.0 Medium Density Housing Strategy Implementation Programme Stocktake

### 8.1 Scope

The Medium Density Housing Strategy workstreams are compiled into an Implementation Programme with identified actions, lead group (Council activity area), budget and scheduled date. The status of programmed action has been regularly reported, with the last formal report to the council in September 2020.

### 8.2 Evaluation

A schedule setting out the workstream and actions, current status and an evaluation of outcomes is included in Appendix 3.

Outcomes from the evaluation are set out in the summary below.

Workstream	Key Outcomes
Changing Perceptions of Medium Density Housing	<p>An education strategy was undertaken alongside the Intensive Residential Design Guide which included local examples.</p> <p>The intention is to engage with real estate industry through pending FDS project. Engagement needs to extend beyond the real estate industry to include all key stakeholders particularly infrastructure providers and developers.</p> <p>A business case for the development of a demonstration model has progressed through the Flaxmere project. Other demonstration projects are being considered. This action is closely related to the role of Council as landowner and acquirer to de-risk the development of medium density housing.</p>
Promoting Quality Design and Amenity	<p>Guidelines were implemented in February 2021 but as an education approach, which is non-statutory.</p> <p>Consideration is being given to incorporating design criteria into the District Plan alongside other changes to provide greater certainty. Demonstrations and examples of good practice within a local context has not yet been actively implemented although there has been reporting on this to Council on the outcomes from the design guide implementation. This action is closely related to the role of Council as landowner and acquirer to de-risk the development of medium density housing.</p>

Workstream	Key Outcomes
Responsive and Effective Regulation	<p>Plan Changes in 2015 introduced City Living Zone and Comprehensive Residential Development overlay. Further plan changes are being considered to improve the efficiency of the new provisions.</p> <p>The need for more far reaching changes to increase residential intensification is recognised, with programming aligned with the FDS.</p> <p>Actions around consent process improvements have been incorporated into the wider Housing Strategy.</p> <p>Fast tracking of MDH applications has not been pursued and needs to be retained and explored as an action.</p>
Building Local Amenity and Open Space	<p>This action is linked with Medium Density Ready Service workstream: Local Area Amenity and Infrastructure Plans (LAPs) scheduled from 2021.</p>
Medium Density Ready Services	<p>Council is amending its Capital Investment Programme in line with this work, and additional capital investments required to cater for growth (including medium density and intensification) will be captured in amendments to the LTP and Infrastructure Strategy in 2023/24 Annual Plan and the 2024/25 LTP.</p> <p>The Regional Public Transport Plan refers to dispersed geography and low density housing as challenges and signals likely future needs for better integration of public transport into the transport system but does not refer to urban growth strategies or the MDRS.</p> <p>This preparation of Local Area Amenity and Infrastructure Plans (LAPs) to integrate above and below ground infrastructure and recommendations from the Openspace and Amenity Work Stream action is scheduled from 2021. The strategy is that \$20,000 p.a. for 5 years would be applied from 2021 onwards. This funding does not appear to be included in the LTP.</p> <p>The funding allowance is likely to be inadequate.</p> <p>This action is critical to delivery of an effective place based delivery of medium density housing.</p>
Cost Competitive Development	<p>A review of the DC policy was completed in 2015. Infill DCs are differentiated from greenfields DCs and are 40% less.</p> <p>A further review of the DC policy is to occur for the 2024-2034 LTP.</p>

Workstream	Key Outcomes
	<p>Consideration should be given to area based DCs for intensification areas, including measures to encourage delivery of 1 and 2 bedroom units in MDR development areas.</p> <p>Pro-rated DCs for small dwelling based on the relative demand is a logical amendment that could be considered in the short term across all residential areas.</p>
Managing Greenfield Land Supply	<p>A review the current approach to the management of greenfield land to ensure it aligns with HPUDS development targets and develop methods to constrain the supply of greenfield development land to increase the relative competitiveness of urban intensification will be undertaken as part of the FDS.</p> <p>The issue of transition is also highlighted in the reporting on the HBA and the effect on housing supply that will result from constraining greenfield development without greater enablement of infill/medium density.</p> <p>HPUDS development targets for greenfield density are outdated and too conservative.</p> <p>Quarterly Reporting of uptake of greenfield land and aggregate reporting on infill/MDH is in place. Quarterly Reporting of place specific uptake of infill/MDH should also be undertaken.</p>
Socially Integrated Development	<p>The Hastings Medium and Long Term Housing Strategy includes affordable housing strategy outcomes and workstreams that address core actions under this workstream.</p> <p>Rezoning of land to suburban commercial to support residential intensification should be linked to Local Area Amenity and Infrastructure Plans (LAPs) with a potentially broadened scope.</p> <p>Consultation with the Ministry of Education and relevant private school providers regarding the potential implications of intensifying neighbourhoods should occur as part of the wider consideration under the FDS and subsequent plan changes to deliver MDH.</p>
Removing Barriers and Building Capacity	<p>Direct financial intervention might be appropriate for affordable housing where commercial viability is marginal. The affordable housing elements of the MDHS are now addressed in the Hastings Medium and Long Term Housing Strategy.</p>

Workstream	Key Outcomes
	With a significant supply gap, and no short term ability to address land use planning and infrastructure constraints, there is a good case for the Council to consider involvement in assembling land packages and partnering with developers to deliver housing projects aligned to the Housing Strategy and MDHS outcomes. This should include consideration of Council owned land.

### 8.3 Spatial Outcomes

The stocktake evaluates inputs to medium density housing delivery through the MDHS.

Maps showing the extent to which development has occurred within the identified Medium Density Development Areas are included in Appendix 4. These maps show the location of *'recently created properties'* as an indicator of where intensification has occurred.

It is evident that a limited share of intensification has so far located within the identified Medium Density Development Areas.

## 9.0 Experience in other Provincial Centres

### 9.1 Rotorua

#### 9.1.1 Situation

Rotorua Lakes Councils prepared its HBA in February 2022.

The HBA identifies a significant capacity shortfall in the short, medium and long term for attached housing, and particular for affordable housing.

The current (2020) resident population of Rotorua District is estimated at 76,190, making up 29,000 resident households. Approximately 31% of the current population is of Māori ethnicity. The district has slightly lower than average household incomes.

Over the next 30 years, the district is projected to have 14,400 more people or 7,800 more households. With an ageing population, couple and single person households are anticipated to account for over three quarters of housing growth over the long term with increased demand for smaller more affordable dwelling types and sizes. With many Te Arawa people returning home to Rotorua the need for housing and in particular Papakāinga and Kōeke ("elder") housing is also increasing.

There is a current housing shortfall of around 1,500-1,750 houses in the district. The escalation of the housing shortage began after the GFC when housing starts fell significantly. While housing starts have since increased the shortage has continued due to strong household growth since 2015, resulting in a

housing crisis. Many residents (at least 500 households) are being housed temporarily in motels and there is a long waiting list for households needing transitional and public housing.

Current planning is constraining the development of diverse housing types including attached housing. The District Plan enables substantial capacity for housing growth across the urban environment, particularly for standalone dwellings due to the prevalence of the Residential 1 – low density housing zone. While technically the Plan enables duplex housing in the Residential 1 Zone as a restricted discretionary activity, this often requires a notified consent which has been a significant deterrent. The District Plan makes substantial provision for apartments in the central city, but none of this is realised.

Greenfield development capacity is constrained by the leasehold nature of large areas of zoned residential land (whenua Māori) which does not achieve the required profit margin under a typical commercial development model due to lower sales prices.

There are significant three waters infrastructure constraints, principally at localised level.

### 9.1.2 Response

In response to the housing crisis, Rotorua Lakes Council made a request to government to join the Tier 1 urban centres covered by the medium-density residential standards (MDRS). This request was accepted in March 2022.

Rotorua Lakes Council joins other Tier 1 councils in updating its district plan to align with the MDRS and National Policy Statement on Urban Development. Work is now underway on the required plan changes which include:

- All current “low density” zones being changed to “medium density residential zones”
- All current “medium density” zones being changed to “high density residential zones”

Changes also include streamlined rules to enable the conversion of tourist accommodation to residential units. The urban area has an oversupply of outdated motel stock that is well located for repurposing as residential units.

Council has also begun the development of “*Community Wellness Plans*” which are a form of local area spatial plan, prepared in collaboration with local communities that provide a clear statement of local social, economic, cultural and environmental outcomes.

Council has been successful in securing \$100M of IAF funding to undertake stormwater upgrades in central and western areas of the urban area to enable housing intensification.

For social and affordable housing, the Council has a partnership with government iwi and service providers to jointly coordinate work to alleviate the city’s housing shortage. Kāinga Ora are underway with their housing strategy to increase the supply of dwelling units with a focus on more 1-2 bedroom dwellings.

The council is endeavouring to manage the social effects and community concern over the current large scale emergency housing in motels through collaboration with housing providers. This is likely to remain a significant component of the housing landscape over the next 5 years.

## 9.2 New Plymouth

New Plymouth District updated its HBA (*Housing Development Capacity Assessment*) in 2021.

Overall, the HBA indicates that the New Plymouth District has sufficient housing development capacity for the short medium and long term.

The current (2021) resident population of New Plymouth District estimated at 86, 700 making up 35,400 resident households. Approximately 18% of the current population is of Māori ethnicity. The district has slightly lower than average household incomes.

The New Plymouth district is forecast to grow by 7,200 people (or 8.3 per cent) over the next 10 years to around 93,000 and to 104,900 over the next 30 years (by the end of 2051).

A changing and ageing population will require more single-person and couple-only households with the greatest increase occurring in the 65 and over age group. This creates significantly increased demand for small and multi-unit dwellings, as well as rest homes and retirement villages.

The feasibility outputs for residential greenfield development are much higher than for infill development which is why it is currently more desirable. The proportion of infill development is relatively low.

The district has sufficient existing and planned infrastructure capacity to support planned enabled capacity.

#### 9.2.1 Response

The introduction of the Medium Density Residential zone along with the Structure Plan Development (SPD) areas and further residential land in the proposed District Plan is intended to increase capacity to meet the medium-term housing capacity demand in the district.

The purpose of the Medium Density Residential Zone is to provide areas for medium density residential development with a mixture of detached, semi-detached and terraced housing and low-rise apartments. The zone applies in areas located in close proximity to centres and it is intended that by enabling increased densities in these areas, the zone will play a key role in minimising urban sprawl and increasing housing supply and housing options in the district.

The Zone is generally characterised by a mix of uses, including existing suburban scale residential housing (stand-alone houses) and townhouses. However, it is anticipated that the character and scale of buildings in this zone will transition over time as the number of medium density residential developments increases (i.e. multi-unit, semi-detached and terraced houses).

While strongly place based and generous in extent, the MDR zone provisions are conservative and require resource consent for all multi-unit developments. Mandatory design guidelines apply. Compatibility of new development with the local character is identified as *an important prerequisite for a successful outcome*.

This MDR issue is being debated through the Plan Review submissions with Kāinga Ora and others seeking to orient the planning approach away from protecting the status quo:

*“...if New Zealand’s housing crisis is to be solved, and if we are to develop well-designed, liveable, efficient and well-functioning urban areas, many existing urban areas must change. The new urban form will be different from the old urban form, and for some people that will be seen as confronting and unwelcome. References in objectives to developments “recognising the local context and character of an area” have on numerous occasions throughout New Zealand been the basis of objections to new developments.”<sup>24</sup>*

<sup>24</sup> Legal Submissions: Kāinga Ora

## 9.3 Palmerston North

### 9.3.1 Situation

Palmerston North City Council prepared its HBA (*Housing Capacity Assessment*) in June 2021.

Overall, the HCA indicates that Palmerston North has sufficient supply to meet demand over the next three years (short-term). However, more land will be required to be rezoned to accommodate greenfield development for the medium and long-terms. Infill housing development has increased over recent years and is now the main housing typology for new houses built in the City (55%).

The current (2021) resident population of Palmerston North is estimated at 90,400 making up 34,800 resident households. Approximately 19% of the current population is of Māori ethnicity. The city has close to average household incomes.

The city is forecast to grow by 8,400 people (or 8.9 per cent) over the next 10 years to around 100,000 and to 121,000 over the next 30 years (by the end of 2051).

A changing and ageing population will create significantly increased demand for small and multi-unit dwellings, as well as rest homes and retirement villages.

### 9.3.2 Response

Infill housing development has increased over recent years and is now the main housing typology for new houses built in the City (57%).

The HBA concludes that this is as a result of increases in land value throughout the city, making it more attractive for landowners to realise the value of their property through subdivision, and a lack of greenfield alternatives. An opportunity is also seen in the aging building stock with removal of existing houses becoming more common. Over 60% of the existing residential zone could be redeveloped to increase supply and return a positive economic return.

The majority (69%) of new builds are three- or four-bedroom houses. However, there is a growing demand for one- or two-bedroom homes driven by decline in household size.

A residential zone review is in its initial research and investigation stage. This plan change will seek to give effect to the intensification requirements of the NPSUD. Removing the minimum lot size in the residential zone is being considered.

Other initiatives to promote urban intensification include:

- Promoting community awareness of multi-unit development and minor dwellings opportunities.
- Partnering with the development community to encourage intensification.
- Enabling intensification in more locations and investigate requiring higher density outcomes for redevelopment in certain locations, through future changes to the District Plan.
- Master planning of new greenfield areas to deliver a range of housing typologies and increasing yield.
- Designing an *ultimate urban edge* into new urban greenfield developments to start to signal housing development will not continue to sprawl into adjacent rural areas.

- Council-led housing developments that provide an opportunity to encourage private housing developers to shift towards a more sustainable form of housing, through intensification and to move away from the traditional large stand-alone housing development model.
- Significant repurposing of Council owned land for housing, such as further development of underused reserves and partial relocation of sports fields to the urban edge.
- Creating an urban design guide to support housing intensification.
- Upskilling developers in urban design requirements through facilitated workshops.

## 9.4 Nelson/Tasman District

### 9.4.1 Situation

Nelson/Tasman prepared a combined HBA (*Urban Environment Housing and Business Assessment*) in July 2021 for its urban subregion (Nelson, Richmond, Wakefield, Mapua and Motueka)

Overall, the HBA indicates that Nelson/Tasman has sufficient supply to meet demand over the next three years (short-term). However, more supply will be required for the medium and long-terms, primarily in the Nelson area.

The subregion has significantly lower than average household incomes (by 13%), likely to be strongly influenced by an older population. This contributes to the subregion being one of least affordable in Aotearoa. There are 5,500 seasonal workers in Tasman. Growers face seasonal accommodation challenges with lack of motor camps and motels.

Housing preferences research found that the demand for stand-alone dwellings remains significant. However, demand for attached dwelling, such as apartments, terraces and duplexes, grows significantly. There is a growing appetite for attached dwellings and these types of dwellings will become more accepted over time

### 9.4.2 Response

Nelson has an **Intensification Action Plan** prepared in 2020 with workstreams that include:

- **Housing preference:** relationship building and design guidance, exemplar projects,
- **Regulation:** provide for intensive housing in greenfield areas, and brownfield areas identified for intensification, reduce notification requirements for infill housing, guidance and support
- **Infrastructure:** *Neighbourhood Asset Upgrade Plans* for each FDS intensification area infrastructure policies provide for future intensification.
- **Cost:** Budgeting of Infrastructure investment to service *plan enabled growth*, *City Centre Residential Conversion Fund* to subsidise the regulatory cost of conversion of upstairs commercial to residential in existing city centre buildings

Since the 2021 HBA identified the extent of the housing supply gap, there has been further focus on updating Council's RMA planning documents to increase sufficiency of capacity. This includes draft provisions for a wider range of higher-density housing and small homes:



- Smaller minimum lot size;
- Higher maximum site coverage;
- Removal or refinement of courtyard and outdoor living rules;
- Changes to maximum building heights.

The Nelson Long Term Plan supports intensification of the City Centre, affordable and social housing collaborations with Kāinga Ora, and includes a \$496 million investment in infrastructure, to increase housing capacity.

A joint **Tasman/Nelson FDS** is currently underway to address long term land supply insufficiency. From feedback there is a community preference for intensification over expansion, particularly as it relates to the protection of highly productive land and accessibility. The importance of proximity to public transport, jobs and amenities in growth areas is also identified, as are concerns over how affordability is addressed, social housing is provided as well as how the FDS will implement the Carbon Zero Act and contribute to reduced greenhouse gas emissions.

## 9.5 Tauranga

### 9.5.1 Situation

While a Tier 1 Council, Tauranga is a provincial centre that has implemented significant policy changes in recent times to support intensification through integrated land use and infrastructure planning to address serious capacity shortfalls.

An HBA (Housing Development Capacity Assessment for Tauranga and the Western Bay of Plenty) was completed in July 2021. In overview, a significant housing insufficiency has been determined for the sub-region even in the short-term (next 3 years), which reflects the delay in being able to bring to market crucial new development areas due to infrastructure and national policy hurdles, and the greater uptake on current greenfield urban growth areas reducing available capacity

The total population of the subregion is around 211,150 people as at 30 June 2021. It is projected to reach around 281,960 by 2050 (the timeframe relevant to the SmartGrowth HBA 2021). Over this 30-year period around 32,880 new dwellings will be required.

Household numbers are expected to increase with a shift towards smaller households as the population ageing takes place. Over half of household growth will be in +75 year age cohorts. Households with children will still be a key part of the demand landscape over the medium to long term. This segment will continue to grow in absolute terms but will be less important in percentage terms.

Affordability is a major issue. As at July 2021, the median house price in Tauranga City is \$1,000,000. Most of the projected growth is in lower income households. Smaller households tend to earn less (and are retired) meaning that there will be implications for affordability. This will be especially acute for households that do not own their accommodation.

Tauranga also faces a significant challenge in balancing growth in greenfield areas with intensification of the existing urban area. Both Urban Form and Transport Initiative (UFTI) and the SmartGrowth Housing Action Plan set a strategic direction that seeks to significantly increase the proportion of growth that is accommodated within the existing urban area.

#### 9.5.2 Response

The **Urban Form and Transport Initiative (UFTI)** is a collaborative project led by SmartGrowth and Waka Kotahi (NZ Transport Agency). The UFTI report sets out an integrated land use and transport programme called *Connected Centres* with two core concepts. The first is increasing the number of dwellings by intensifying existing urban and new growth areas. This is to maximise the land available for development and support a well-functioning multimodal transport system. The second is being able to access local social and economic opportunities within a 15-minute journey time, and sub-regional social and economic opportunities within 30–45 minutes. These concepts encourage strong local centres and connected neighbourhoods.

**Plan Change 26 Housing Choice** was initiated in 2020 to support implementation of higher densities across all residential zones following significant pressure from developers and housing providers to remove obstacles from a district plan that leans heavily towards maintaining the status quo low density residential character.

Plan Change 26 de-railed by the recent RMA Amendment to implement the MDRS with changes that go much further than Council intended. **Plan Change 33 MDRS** will implement the new standards, and address intensification around centres.

The **Te Papa Spatial Plan** was developed for central Tauranga isthmus, giving effect to the NPS UD, with regulatory components implemented in parallel with Plan Change 26 (and now Plan Change 33). The planning process included a Business Case to support aligned funding by central government of transport corridor upgrading. Council is currently working on funding tools for infrastructure upgrading including area based development contributions. Signals provided by the spatial plan have already triggered significant apartment development along the corridor.

The **Otumoetai Spatial Plan** has been initiated following the same principles of defining long term outcomes, including intensification around centres.

Greenfield intensification is core component of the intensification strategy. All greenfield area that have been zoned since 2005 are master planned to provide walkable neighbourhoods. Minimum density targets apply and development contributions are based on land area rather than HUE to promote intensification. Minimum density targets of 15 lots/ha in the RPS have been significantly exceeded. Planned greenfield areas will have target densities of 30 lots /ha.

### 9.6 Conclusion

The comparative Councils that were evaluated are all in the process of making step changes in urban policy to enable greater urban intensification in order to meet changing demand and need, address supply insufficiency due to environmental constraints, improve affordability, promote better urban outcomes such as accessibility and public transport, and to reduce greenhouse gas emissions.

Responses indicate a range of practices, but in common are:

- Recognition that protecting the status quo low density residential environment is a significant impediment to higher density development;
- Plan changes to enable greater development density with certainty;
- Spatial planning that focusses on enabling intensification at identifiable centres and master planning to support greenfield intensification.

- Infrastructure planning and funding to support plan enabled intensification areas;
- Promotion of good quality intensification through design assistance, guidance and leadership.

The Hastings MDHS approach is generally well aligned to practice elsewhere, although the current policy direction that protects the status quo low density residential environment is not aligned and will be increasingly difficult to sustain.

There are current initiatives that should be monitored as Council looks towards substantive policy changes in the medium term.

## 10.0 Developer Perspectives on Obstacles to Achievement of Medium Density Housing Delivery

### 10.1 Scope

Liaison has occurred with developers, property and development advisors (including Kāinga Ora and council officers) to identify obstacles facing council and developers in achieving medium density housing outcomes at scale.

### 10.2 Method

Invitations to offer feedback on the Medium Density Housing Strategy for Hastings were sent to a range of entities known to be actively engaged in the planning and development of medium density housing in Hastings. These entities included both public housing providers, developers and their expert advisors.

Eight interviews were conducted with the development sector informants who accepted the invitation. These included public housing providers, developers, and expert advisors. Council staff also provided a range of perspectives on MDH issues, and context for interview feedback.

The interviews were informal but generally addressed:

- The interests of the organisation (scale, scope, objectives, etc) in medium density housing;
- Current and future plans for development of medium density housing;
- The obstacles to delivery of medium density housing;
- Things Council could do to better support medium density housing delivery in.

All comments were summarised and referred back to the informant for confirmation. It was agreed with informants that comments would not be attributed to individuals.

The responses are from experienced practitioners and very well considered, but do not have any statistical validity. They do serve to indicate areas of concern.

## 10.3 Feedback

Key themes raised in the feedback are summarised in the following sections.

### 10.3.1 Land Acquisition

Availability of land is typically the most significant constraint to MDH delivery.

There is high demand, including from public housing providers, for what limited supply there is.

Enabled medium density development areas are too small and few sites come to market, and those that do have a price premium.

Land purchase for development is not a core Council role but is strongly influenced by Council.

### 10.3.2 Commercial Viability

Conventional development of high quality is not commercially feasible with standard build costs of \$5000/m<sup>2</sup>.

Methods to reduce build costs will become increasingly important. Some developers are looking towards "prebuilt" buildings.

Kāinga Ora is likely to be significant provider of ??? under capital programme at least to 2024. KO option attractive to developers given guaranteed return.

Commercial returns in the CBD are typically far higher than residential, so office conversions in CBD are generally not on the immediate horizon.

### 10.3.3 Infrastructure

Greater intensity could be delivered in green fields and brownfields if infrastructure limits were addressed.

Access to information on infrastructure capacity would assist investment decisions.

More visibility on structure plans – short to medium term infrastructure - will help determine best areas for long term investment in land.

### 10.3.4 District Plan

District Plan framework is good at producing conventional housing types. However, these are now unaffordable to purchase and rent. Example of optimisation of 350m<sup>2</sup> lot with 45% site coverage = 350m<sup>2</sup> two level house with build cost in excess of \$1m.

Change to system needed to increase diversity of supply – supply increase and diversification leads to affordability.

Smaller more compact typologies, at greater intensity are needed to meet needs, as well as family housing. New houses are better at meeting objectives for accessible, sustainable housing

Public notification and/or written approval in the consent process is a significant deterrent to investment in Medium Density Housing. Lending is made more difficult for developers with consenting risks

City Living Zone was not well documented when introduced – missed the beat – there should be workshops with developers to make clear what Council was trying to achieve.

Council should consider bringing in some of the RMA Housing Enabling Act standards

#### 10.3.5 Resource Consent Application Processes

Pre application meetings are generally positive and encouraging of innovation.

Once processing occurs, there can be inconsistencies, with significant obstacles and delays cited. Senior staff could provide more leadership and encourage a solution focus throughout the consenting process.

‘Style guide’ (Design Guidelines) were viewed positively as given a good indication of what Council expects. Example of variability in design an issue with prebuilt home, but colour variances were agreed as an outcome. Some felt the guidelines were more relevant to developers new to MDH.

Information requests can sometimes be inconsistent and reflect individual interpretation. Planners sometimes provide insufficient critical analysis of inputs from other technical specialists. Draft conditions are a good approach, but feedback is sometimes not provided on why changes are not accepted.

Consent conditions are inconsistent and specific to the planner. A condition manual is needed with standard conditions – there is too much customisation. Contracting out processing introduces further risk of inconsistency.

A 4 month processing timeframe is typical even where relatively straightforward issues.

#### 10.3.6 Engineering Approval Process

Engineering detail design is increasingly sought at resource consent stage and can be highly frustrating. IF detail is provided up front, this should be recognised by simplified consent conditions.

No timeframes are set out formally for development works approvals. 5-6 weeks is typical. A target timeframe should be committed.

Consent conditions – as built, RAM data, Wasabi Checks on 223/224. There are no standards forms or templates – these need to be more specific to avoid confusion/rework/delay. List all templates required to be completed.

2-3 weeks can be lost in administration - all lots are sold, delay in income from completion of sales.

#### 10.3.7 Building Consent Processes

Pre-built options are attractive due to speed of delivery, no weather delays or scaffolding, and fixed price, and avoiding local building consent other than for foundations/service connections.

#### 10.3.8 Development Contributions

The 2022 increase for greenfield DCs was seen as “extremely high” although this may be more a comment on the scale of increase than the absolute cost.

Affordable DCs with options that scale fees according site area/size of building.

#### 10.3.9 CBD Development

Schemes have been developed for residential conversions of existing commercial building stock in the CBD. None executed due to regulatory hurdles (principally the Building Code).

CBD retail will decline due to market process (on-line, large format retail, etc) and CBD is overscale. There is significant capacity to provide options for some market segments especially young professionals.

The CBD block East Quarter (Russell/Queen/Hastings/Eastbourne) has strong features to support housing including building stock above ground floor, character buildings, low speed traffic environment commercial use mix with hospitality, entertainment, recreation and proximity to open space, public transport, etc.

Council effort should be focused on a defined precinct with the CBD to create visibility and critical mass and avoid dilution of impact over too wide an area.

Refitting/reuse of existing buildings should be prioritised as conservation/sustainability/CC mitigation benefits are significant. Effort should be made to remove regulatory barriers on refits. Financial viability and affordability will require compromise on standards.

#### 10.3.10 Communication and Collaboration

The Developer Forum is strongly supported. This should be developed further as two way exchange of ideas.

### 10.4 Conclusion

The feedback on obstacles to the delivery of MDH broadly align with the direction of the MDH and also the Housing Strategy but indicate that greater levels of commitment to increasing the supply of land, upgrading infrastructure, and providing more enabling planning policy are needed if a significant increase in levels of MDH are to be achieved.

Opportunities to improve engagement with the development sector should be explored. All informants were very interested in the outcomes of the review and to remain involved and assist where they can.

## 11.0 Findings

This review confirms that the outcomes of the Medium Density Housing Strategy have substantially increased in relevance and importance since being prepared in 2014.

The HCA for Hastings identifies that detached houses still dominate housing activity in Hastings, and higher density housing still forms only a small portion of the overall delivery. Over time, higher density housing through redevelopment and infill are expected to become more viable. An ongoing shift to attached dwellings is anticipated for Hastings.

The Medium Density Housing Strategy outcomes are strongly aligned with the current national urban policy direction.

The *Urban Growth Agenda* aims to remove barriers to the supply of land and infrastructure and make room for cities to *grow up and out*.

The *National Policy Statement on Urban Development* strongly supports greater height and density, particularly in areas of high demand and access. The policy recognises that residential intensification may cause significant changes to an area that may detract from amenity values appreciated by some people. However, these changes improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types and are not, of themselves, an adverse effect.

The recent *Enabling Housing Supply* amendment to the RMA has forced a step change on Tier 1 Councils, who are required to remove restrictive planning rules and replace them with a nationally consistent rule framework that enables intensification across virtually all residential zone environments by mid-2022. The amendment also requires consideration of enabling additional capacity around centres.

The *Government Policy Statement on Housing and Urban Development* identifies access to good housing as underpinning all other wellbeing outcomes including health, education, and employment. Focus areas include affordability, and meeting needs and changing life circumstances of diverse families and households. Increasing urban density is seen as *critical* to addressing the housing shortage in New Zealand. Reduction in greenhouse gas emissions has added further to the priority of achieving increased urban density.

The Government expects all government organisations, including local government, to help implement the *GPS-HUD*, and to consider how they can shift and align their policy and investment to support it, while also delivering on their core roles.

The *Public Housing Plan* indicates that Kainga Ora will be a very significant participant in residential development in Hastings in at least the medium term.

The *Future Development Strategy* will replace the HPUDS by 2024. The FDS will need to address the gap in delivery of intensification, as well as integrate land use with a transport strategy that promotes a shift away from single occupancy vehicles to public transport and active modes within a well-functioning urban environment. Public transport and active transport modes will require increased attention as part of the MDHS from the perspective of accessibility and reduction of greenhouse gas emissions.

The *Hastings Operative District Plan* makes comprehensive provision for medium density housing clearly tied to the strategic priorities of the HPUDS.

There is some tension in the plan provisions which seek to enable intensification while also maintaining the levels of amenity currently enjoyed by the community. This policy weighting must inevitably constrain the delivery of intensification through increasing development risk and uncertainty. Some short term Plan Changes are proposed to address this issue in the Residential Zones. This is an issue that will need to be reconciled with the community more fundamentally, likely through the FDS.

Relatedly, the ODP provisions are mainly concerned with managing effects on sites and surrounds with less emphasis on neighbourhood scale outcomes. The City Living Zone and CRD provisions largely stand alone as a delivery tool and are not clearly supported by broader spatial planning of the neighbourhood in terms of location, infrastructure and connectivity. Development of Local Area Plans are envisaged in the MDHS from 2021, and this needs to occur to optimise community outcomes and to create quality medium density neighbourhoods.

Although outside the current scope of the MDHS, a change in approach in greenfield areas would also need to be considered to achieve higher levels of residential intensity.

A critical part of creating a denser neighbourhood is ensuring that the infrastructure that underpins it is available. As part of its growth planning programme, the Council is preparing *Essential Services Development Plans* (ESDPs) in conjunction with the Future Development Strategy for the Napier-Hastings Urban Environment. These ESDPs will set out how to what extent various development areas, including areas designated as appropriate for medium density and intensification, will be serviced.

The *Development Contributions Policy* will need to be reviewed following the FDS completion where fundamental decisions on intensification will need to be made. In the interim, consideration should be given to reducing DCs for small dwellings, based on their lower demand on infrastructure. This would provide a tangible signal to the market that the Council recognises the benefits of intensification and supports diversity in housing typology.

The *Hastings Medium and Long Term Housing Strategy* was adopted in 2021. The Housing Strategy, while initially focussing on critical affordable and social housing issues, now encompasses outcomes relevant to all types of housing. A strategy that improves outcomes for those least able in the community will almost certainly provide the same, if not greater, benefits to the community at large.

Several of the Housing Strategy outcomes are directly applicable to addressing obstacles to the delivery of Medium Density Housing that are common across all types of housing:

- Working together and building local capacity – partnership and engagement with providers across the housing sector
- Affordability and suitability – housing needs in the local area are understood, and supply is targeted to demand
- Land and regulatory settings – responsive regulation and consenting processes, monitoring, development of tools to support delivery across all forms of housing
- Community well-being - place based approach

A stocktake of the Medium Density Housing Strategy Implementation Programme shows that most of the substantive actions have now been completed according to the programme. Key actions have included a Plan Change in 2015 to bring forward preferred areas for medium density development through the City Living Zone and Comprehensive Residential Development and planning work towards resolving infrastructure constraints.

There are several significant actions programmed from 2021, including the preparation of Local Area Amenity and Infrastructure Plans (LAPs) to integrate above and below ground infrastructure and recommendations from the Openspace and Amenity Work Stream action is scheduled from 2021-2026.

The strategy is that \$20,000 p.a. for 5 years would be applied from 2021 onwards. This funding does not appear to be included in the LTP and the funding allowance needs to be reassessed as it appears to be too low. Development indicators show that the placed-based elements of the MDH strategy have not yet gained significant traction on the ground. Infill development pattern show a wide, ad hoc distribution and limited concentration on the preferred areas for intensification. The LPA action is critical to delivery of an effective place based delivery of medium density housing.

With a significant supply gap, and no short term ability to address land use planning and infrastructure constraints, there is a good case for the Council to consider involvement in assembling land packages and partnering with developers to deliver housing projects, aligned to the Housing Strategy and MDHS



outcomes. This could focus on Council owned land. This action is already broadly identified in the MDHS. It could have significant collateral benefits to other strategy actions including promoting quality design and amenity and reinforcing the place based strategy targeting well suited locations.

Liaison with medium density housing providers identified several key obstacles to the delivery of MDH in Hastings.

The key obstacles identified included:

- Constrained land supply is the key obstacle. Enabled medium density development areas are too small and few sites come to market, and those that do are in high demand and have a price premium. A more expansive approach is needed to increase supply, identifying more areas accessible to centres and open space.
- Land purchase for development is not a core Council role but is strongly influenced by Council. Council can support investment decisions by providing good information on land attributes including infrastructure capacity.
- Infrastructure remains a significant obstacle. Upgrades need to be progressed. It is also difficult to get information on infrastructure capacity on which to base decisions on land acquisition for longer term future development. There is supported to improve the provision of information on infrastructure capacity to support investment decisions.
- The District Plan is good at producing conventional housing types which are now unaffordable to purchase and rent but does not sufficiently enable other typologies. There is increasing demand for 1 and 2 bedroom dwelling typologies that need to be better accommodated in the overall development planning system.
- The District Plan focus on maintaining residential character creates a significant consent obstacle. Character changed by intensification is considered an adverse effect. This leads to involvement of neighbours in consent processes with inherent delays, cost and uncertainty.
- The broader place-based outcomes sought by the MDH Strategy were not clearly communicated to the development community when it was launched. The focus is on site level planning and guidance. A shift in focus of planning from site to urban and neighbourhood scale will be needed to deliver the quality outcomes sought.

Other comparable Councils are also making significant moves towards enabling greater urban intensification, following national policy direction. Rotorua has recently opted into the Tier 1 MDRS model as part of its response to a significant local housing crisis. There are good examples of place based approaches that can inform responses for Hastings.

The scope of key actions set out in the recommendations are:

- Identify and define a network of expanded MDR Development Areas for Hastings with locational attributes that will support a well-functioning urban environment, focussing on centres, open space and public transport as an input to the FDS;
- Develop *Local Area Plans* for MDR Development Areas, addressing land use and infrastructure in collaboration with the community, likely over sectors of the urban area rather than as individual centres;
- Implement Plan Changes to address existing rule inefficiencies in enabled areas

- Implement Plan Changes to zone MDR Development Areas *High and Medium Density Residential Zone*;
- Plan and fund infrastructure investment to support the delivery of development within MDR Residential Development Areas;
- Amend the Development Contributions Policy to provide for single and two bedroom dwellings units as a prorated HUE;
- Continue with initiatives to partner with the development sector on housing projects that clearly demonstrate alignment with housing strategy principles.

It would also be efficient and effective to integrate the *Medium Density Housing Strategy* into the Council's *Medium and Long Term Housing Strategy*, rather than continue with a standalone policy approach. The *Housing Strategy* brings together key sector interests and provides an established framework for engagement, information gathering and dissemination, and structured monitoring and review.

The Housing Strategy governance group and its supporting management and operational linkages/network provides an excellent foundation for partnership on the long term delivery of housing outcomes. This could be optimised by private sector developer and infrastructure representation (E.g., Waka Kotahi) as anticipated by the NPS UD to support an integrated, outcomes based approach. This approach can be modelled and scaled up for the FDS process.

Integration can be achieved by formulating an additional workstream for Medium Density Housing and a sample is included in Appendix 5.

## 12.0 Recommendations

### 12.1 Medium Density Housing Strategy and Implementation Programme

#### 12.1.1 Short Term<sup>25</sup>

Include the Medium Density Housing Strategy and Implementation Programme as part of *Kāinga Paneke, Kāinga Pānuku: Hastings Medium and Long Term Housing Strategy*.

Incorporate an additional *Workstream for Medium Density Residential Development* in *Kāinga Paneke, Kāinga Pānuku Hastings Medium and Long Term Housing Strategy* to replace the current *Medium Density Housing Strategy Implementation Programme*.

Incorporate *outcomes* for Medium Density Housing in *Kāinga Paneke, Kāinga Pānuku Hastings Medium and Long Term Housing Strategy*, including:

- Additional capacity for medium density housing is targeted to areas with locational attributes that will support a *well-functioning urban environment*.

<sup>25</sup> Within 12 months

- Medium density housing areas have high quality design and amenity.
- Recognise that medium density housing may involve significant changes to an area that may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types and are not, of themselves, an adverse effect.
- The regulatory framework enables medium density housing at preferred locations that avoid unwarranted transaction costs and development uncertainty.
- The transition to higher levels of housing intensity does not cause unintended constraints on the supply of accessible and affordable housing.

The *Developer Forum* be recognised as a primary means of local engagement with the providers of development infrastructure to *achieve integrated land use and infrastructure planning* and the development sector to *identify significant opportunities for urban development*.

Include development and infrastructure sector representatives on the governance body of *Kāinga Paneke, Kāinga Pānuku: Hastings Medium and Long Term Housing Strategy*.

## 12.2 Future Development Strategy

### 12.2.1 Short Term

Quarterly Reporting of place specific uptake of infill/MDH.

Identify and define a network of *Medium and High Density Residential Development Areas* for Hastings with locational attributes that will support a *well-functioning urban environment* as defined under the NPS – UD as an input to the development of the FDS.

The criteria for identification of *Medium and High Density Residential Development Areas* are:

- the area is in or near a centre zone or other area with many existing or planned employment opportunities;
- the area is well-serviced by existing or planned public transport;
- there is high current or foreseeable demand for housing in the area, relative to other areas within the urban environment.

Review feasibility of HCA assumed capacity of city centre and other commercial mixed use areas as an input to FDS.

### 12.2.2 Medium Term<sup>26</sup>

Develop *Local Area Plans* for identified *Medium Density Residential Development Areas* to define short, medium and long term scenarios for land use (residential, health, social, cultural, education, business), infrastructure (transport, three waters, streetscape, open spaces) and natural spaces, in collaboration with the community.

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<sup>26</sup> Within three years

Apply the following priority order for *Local Area Plan* development:

- A pilot Local Area Plan (e.g., an expanded *Mahora MDR Development Area*)
- Other existing/expanded *MDR Development Areas* with existing or committed infrastructure capacity
- Newly identified *MDR Development Areas* precincts with existing or committed infrastructure capacity
- Other *MDR Development Areas*

### 12.3 Long Term Plan/Annual Plan

Ensure that MDHS implementation actions for land use and infrastructure changes are clearly identified, programmed and funded.

Identify the full extent of investment in capital and other actions to support residential intensification in the LTP as a priority action.

Review funding provision for LAP development alongside ESDPs (in terms of infrastructure) and make sure there is no duplication.

### 12.4 District Plan

#### 12.4.1 Short Term:

Implement a Plan Change to the Medium Density Area provisions to facilitate development and provide greater certainty for the development community.

#### 12.4.2 Medium Term

Implement Plan Changes to give effect to *Local Area Plans* aligned with the FDS that includes:

- *Mixed use, High Density and Medium Density Residential Zone* with provisions that are consistent with best practice:
  - Land uses that are consistent with Local Area Plans are permitted activities;
  - Third party engagement is minimised
- A *Development Area* spatial layer identifies any distinctive values, risks or other factors which require management in a different manner from underlying *Medium Density Residential Zone* provisions, including significant special character values within the Development Area and the interface with the General Residential or other Zones.

## 12.5 Consenting

### 12.5.1 Short Term

Increase process overview by experienced senior staff for larger scale medium density housing projects.

Consider scope for fast tracking medium density housing projects

## 12.6 Design Guidance

### 12.6.1 Short term

Maintain experienced planning and design personnel as a point of contact for new developments and to provide continuity through regulatory processes

Maintain Medium Density Design Guidance as a non-regulatory guidance.

### 12.6.2 Medium Term

Review guidance needs as part of Local Area Plans, including consideration of national guidance.

## 12.7 Infrastructure

Plan and fund infrastructure investment to support the delivery of development within *MDR Residential Development Areas*.

Use Local Area Plans as a framework for infrastructure planning and provision, including the level of service, timing and funding of infrastructure provision/upgrading.

Create a portal for infrastructure information that supports MDR development investment decisions, including

- Areas that are infrastructure-ready;
- Areas that will be infrastructure-ready in the foreseeable future, with indicative timing;
- Areas that are unlikely to be infrastructure ready in the foreseeable future.

## 12.8 Development Contributions

### 12.8.1 Short Term

Amend the Development Contributions Policy to provide for single and two bedroom dwellings units as a pro-rated HUE:

- Single bedroom – 0.5 HUE
- Two bedroom – 0.65 HUE

- 3+ bedrooms – 1 HUE

#### 12.8.2 Medium Term

Establish Development Contributions for each *MDR Residential Development Area* in the Development Contributions Review.

Investigate an area-based Development Contributions Policy framework within *MDR Residential Development Areas*

#### 12.9 Pilot Project

Identify and evaluate options for a *Council enabled* attractive medium density housing pilot development of scale within a MDR development area that demonstrates the aims and outcomes of the housing strategy. Including: promoting quality design and amenity, affordability, and reinforcing the place based strategy targeting well suited locations.



Appendix 1: Consultant Brief

Item 9

DRAFT





Appendix 2: Medium Density Housing Strategy  
Implementation Programme

Item 9

DRAFT

Appendix 3: Implementation Programme Stocktake

Item 9

Appendix 3: Implementation Programme Stocktake  
Medium Density Housing Strategy and Implementation Plan 2014 | 2022 Addendum - DRAFT

Appendix 4: Implementation Programme – Spatial  
Outcomes

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DRAFT

Appendix 5: Housing Strategy Workstream Sample

Item 9

Appendix 5: Housing Strategy Workstream Sample  
Medium Density Housing Strategy and Implementation Plan 2014 | 2022 Addendum - DRAFT



## Medium Density Housing Strategy Review

### Project Brief

10 February 2022

This brief has been prepared for the review of the Medium Density Housing Strategy. Hastings District Council intends to engage Craig Batchelar from Cogito Consulting Ltd to conduct this review.

### SUMMARY

The review of the Hastings District Council's Medium Density Housing Strategy and Implementation Action Plan has been requested by the elected Council, and is required to be reported to Council prior to 30 June 2022. It is a vital component of the Council's strategy for managing growth, and will feed into the development of the Future Development Strategy and a future Regional Spatial Plan.

The current strategy was completed in 2014 prior to the significant increase in growth and development uptake. Accordingly, the context for medium density housing development has changed significantly. This review will update the strategy in light of that changed context, and will identify implementation progress since the strategy was adopted and further actions required to be taken. Of particular focus will be:

- infrastructure capacity to accommodate growth in medium density development
- urban intensification development commercial viability, including the aggregation of sites for development,
- issues relating to market appeal and
- effective consenting pathways.

The impact of Council's development contributions policy on medium density housing development will also be examined.

### INTRODUCTION

The implementation programme of the recommendations from the Medium Density Housing Strategy was adopted by Hastings District Council in 2017 in order to promote housing intensification that is appropriate in size, scale and character for Hastings. Given the district's worsening housing crisis and high growth rates, significant growth work coming up with the subregional HPUDS review (FDS) and the Regional Spatial Plan as well as Council's strong focus on place-based housing opportunities it is timely to review the Medium Density Housing Strategy.

The strategy validated the HPUDS' intensification targets for Hastings (circa 2,000 homes ) and set out how these targets can be achieved in practice, focusing around eight work streams –

- Changing perception and capability
- Promoting quality design and amenity
- Responsive and effective regulation
- Building local amenity and open space

#### HASTINGS DISTRICT COUNCIL

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TE KAUNIHERA Ā ROHE O HERETAUNGA

- Medium density ready services
- Cost competitive development
- Managing greenfields land supply
- Socially integrated development

At the Strategy and Policy Committee on 2nd November 2021 the committee resolved to:

Build on and translate the key findings and outcomes from the Housing Capacity Assessment and the outcomes of recommendations (3) (4) and (5) in the preparation of a Regional Spatial Plan, or review/replacement of the Heretaunga Plains Urban Development Strategy including:

- (b) Directing the Chief Executive to commission an updated intensification strategy which considers regulatory and non-regulatory levers and incentives that Council can apply to incentivise Housing Intensification Objectives. This strategy will be brought back to Council for consideration and adoption before 30 June 2022.

An implementation plan for the strategy is tracking a number of completed actions, however given the fast changing nature of the housing situation in Hastings, a strategy review is timely.

#### SCOPE OF WORKS

The scope of works included in this direct engagement request are:

- a) A stocktake of the MDH Strategy in the context of the rapid growth being experienced in the District and the other growth related work being undertaken or planned. This context will include the housing bottom lines recently established as a requirement of the NPS-UD and the impacts of other regional growth centres such as Napier, Central Hawkes Bay on the aspiration for more MDH.

The stocktake will examine the actions in the **Medium Density Housing Strategy Implementation Programme** including:

- What actions have been completed and the effectiveness of the completed actions to date
- What actions have not been completed, and identification of the impediments to completion
- Are the remaining un-actioned tasks still relevant / or more relevant in the current context
- Whether the prioritisation of actions still remains appropriate and if not reassess
- Whether the assignment of actions still remains appropriate and if not reassess
- What are similar provincial centres and tier 2 growth areas doing to enable the successful uptake of intensification, and what approaches should HDC consider within the Hastings District Urban context

- b) Liaise with developers, property and development advisors (including Kainga Ora and council officers to identify obstacles facing council and developers in achieving medium density housing outcomes at scale including, but not limited to:

- Finding land parcels of scale or agglomerating land parcels
- Infrastructure capability and capacity assessment
- Cost factors/development economics/market and lending changes/tightening
- Effective consenting pathways and policy positions
- Market appeal and lending

Scope and methods of liaison, including support by Council staff, will be agreed prior to commencing.

- c) Refresh the assessment of urban areas in the strategy to identify areas that are suitable for medium density housing, practicable actions to overcome identified obstacles, and a suitable area or areas for a possible medium density housing showcase development in the short (now), medium and long-term.
- d) Summarise the outcomes on the stocktake, liaison, and assessment in an addendum to the Hastings Medium Density Housing Strategy April 2014.
- e) Review and update the Medium Density Housing Strategy Implementation Programme setting out the actions that need to be taken by Hastings District Council Medium Density Housing and urban intensification in the Hastings, Havelock North and Flaxmere urban area over short, medium and longer-term time horizons.

This Programme should help HDC achieve the following outcomes in a prioritized manner:

- Infrastructure has capacity for sufficient medium density housing in identified areas
- Medium density has greater market acceptance and with analysis that supports it being commercially viable for developers and purchasers
- The consenting pathway for medium density housing is efficient and effective
- A Council enabled attractive medium density housing pilot development of scale in the District.

- f) The consultant will prepare and deliver a short presentation to Council on the strategy review to assist with councillors digesting the information and to help answer any questions they may have.

#### PROGRAMME

The timeframe is of particular importance. The work required needs to be reported to Council prior to 30 June 2022. If required, there are a number of council meetings which the consultant can use for reporting back on the review. These are:



- District Development Subcommittee 21 April 2022
- Strategy and Policy Committee 17<sup>th</sup> May 2022
- Council Meeting 30<sup>th</sup> June 2022

The consultant will need to be mindful that the Medium Density Housing Strategy review report will have to be provided one week before any of the above council meeting dates. That is to ensure sufficient time to include the paper in the meeting agenda.

An indicative programme for the review will be provided by the consultant following the completion of 'Task a' Stocktake.

#### **COSTS**

Project costs are estimated at \$45,000-\$50,000 plus GST.

An updated cost estimate for the programme will be provided by the consultant following the completion of the 'Task a' Stocktake.

#### **PROJECT TEAM STRUCTURE AND REPORTING**

Project Leader - Rowan Wallis  
Project Manager – Annette Hilton  
Project Adviser – Mark Clews

MEDIUM DENSITY HOUSING STRATEGY IMPLEMENTATION PROGRAMME					
Chapter		Action	Lead Group	Budget	Scheduled Date
Definition	1)	Adopt a definition of medium density housing of 250m2 - 350m2 gross area of land per unit.	All	Nil	Completed
Changing Perceptions of Medium Density Housing	2)	Avoid the use of terms such as medium density housing and use terms such as comprehensive housing development and compact housing.	All	Nil	Ongoing
Responsive and Effective Regulation	3)	Promote positive (in terms of policy framework) and appropriate (in terms of methods) district plan provisions for medium density housing as described above.	Planning and Regulation	Nil	Completed 2015
Medium Density Ready Services	4)	Ensure provision is made for medium density housing in the intensification areas when undertaking works between now and 2015.	Infrastructure	Nil	Completed 2015 and
	5)	Undertake the further investigations identified in this report to better inform the 2015-2025 Long Term Plan and to optimise the investment required.	Infrastructure	Existing Budgets	Ongoing
Managing Greenfield Land Supply	6)	Continue with structure planning and enabling District plan provisions to allow the supply of greenfields land to aligned with fluctuating overall housing demand	Planning and Regulation	Existing Budgets	Ongoing
KEY-	<div>Completed</div> <div>Ongoing</div> <div>2018-2021</div> <div>2021+</div>				

Changing Perceptions of Medium Density Housing	7)	Early engagement of real estate agents to assist in determining likely markets and suitable levels of affordability.	EGOI	Nil	2018-2021
	8)	Develop an education strategy targeted at the community and development community to address negative perceptions of medium density housing. This strategy should include: a. Identification and responses to common misconceptions. b. Demonstrations and examples of good practice. Preferably within a local context (i.e. Hastings / Hawkes Bay) or if not available, national context.	Planning and Regulation	Nil	2018-2021
	9)	Undertake a business case for the development (e.g. through a joint venture partnership) of a demonstration model to provide evidence to stakeholders that medium density housing can be successful.	Finance	Existing Budgets	2018-2021
	10)	Review resource consent requirements for medium density housing to ensure they are as efficient and relatively risk free (e.g. potential of non-notification clauses, enabling activity status in appropriate locations) as possible. Consideration should also be given to: a. Opportunities for reducing consent requirements for medium density housing; b. Other methods of enabling the development of medium density housing (e.g. case officers, use of design panels etc.	Planning and Regulation	Nil	See below
					a. Completed 2015
	11)	Ensure that the development community and other stakeholders are well aware of any design guidance through good education programmes and consultation. For example, consider providing "how to" guides and development checklists.	Planning and Regulation	Nil	b. 2018-2021

Removing Barriers and Building Capacity	12)	Investigate and adopt potential fast track consent processes for medium density housing proposals based on a pre-approved Council accredited applicant process.	Planning and Regulation	Nil	2018-2021
	13)	Explore and adopt other ways of reducing the risk and increasing the certainty of consent processes associated with medium density housing development.	Planning and Regulation	Nil	2021-2024
	14)	Facilitate the early input (e.g. pre-lodgement of resource consents) from senior planners in consent processes.	Planning and Regulation	Nil	2018-2021
	15)	Investigate development finance options to understand whether further financial assistance can be given to developers	Finance	Nil	2018-2021
	16)	Review the role of Council as landowner and acquirer to de-risk the development of medium density housing	Finance	Nil	2018-2021
Promoting Quality Design and Amenity	17)	Develop and adopt design guidelines for medium density housing and ensure that compliance with them is a statutory requirement of the development process to ensure that appropriate amenity values are achieved.	Planning and Regulation	\$30,000	2018-2021
	18)	Ensure the Hastings design panel are informed of the adopted medium density guidelines and are able to give pre-application advice and to assist in fast-tracking the processing of medium density housing proposals.	Planning and Regulation	Nil	2018-2021
Medium Density Ready Services	19)	Prioritise and make provision for the works identified in this report in the 2018-2028 Long Term Plan.	Infrastructure	In LTP	Completed Draft
	20)	Advocate for the planning for and prioritisation of public transport services provided by the Hawke's Bay Regional Council that support medium density intensification areas.	Infrastructure	Nil	Ongoing
	21)	Make appropriate allowance for the recovery of the marginal costs for the works through the Development Contributions Policy	Infrastructure	Nil	Ongoing

<b>Cost Competitive Development</b>	22)	Undertake a review of the current development contributions policy in accordance with the analysis and recommendations of this strategy and amend development contributions policy to ensure the distributions of costs of greenfields development (both local and external) are fairly distributed.	Finance	Existing Budgets	Completed 2015
	23)	Revise the current approach to development contributions to identify other options for potentially: a. Reducing the contribution required for medium density housing; and/or b. Enabling the delay of payment until such time as the developer has acquired financial return for investment in medium density housing	Finance	Existing Budgets	Completed 2015
<b>Managing Greenfield Land Supply</b>	24)	Develop monitoring programmes for the uptake of greenfield land and other housing indicators	EGOI	Existing Budgets	Completed 2013/2018
<b>Socially Integrated Development</b>	25)	Develop an affordable housing strategy that determines whether greater level of Council intervention (e.g. affordable housing policy) is required in the housing market to ensure housing affordability, recognising the role of medium density housing in affordable housing and consider the costs and benefits of the approaches to avoiding social housing clusters.	CFP	Existing Budgets	2018-2021
	26)	Investigate options for freeing up under-utilised housing stock.	CFP	Nil	2021+
	27)	Promote housing supply that reflects the demographic and socio-economic profiles of likely future residents within the Hastings context.	CFP	Nil	2021+

Removing Barriers and Building Capacity	28)	Investigate development finance options (e.g. cash grants, tax incentives and other financial assistance) to understand whether further financial assistance can be provided to developers of medium density housing.	Finance	Nil	2018-2021
	29)	Review the potential role of Council as a landowner and acquirer to de-risk the development of medium density housing	Finance/HDPL	Existing Budgets	2018-2021
Building Local Amenity and Open Space	28)-35)	Various parks access and playground improvements and reserve on south side of Heretaunga Street East as uptake dictates	Infrastructure	In LTP	Completed Ongoing
	36)	part II of the Greening Streets Strategy should give priority to amenity upgrades in the intensification areas, in conjunction with roading and infrastructure upgrades	Infrastructure	Nil	2018-2021
Medium Density Ready Services	37)	At each LTP and AP survey the development community on it their forward intentions for medium density to optimise the timing of infrastructure works.	Infrastructure	Nil	2021+
	38)	Prepare Local Area Amenity and Infrastructure Plans (LAPs) to integrate above and below ground infrastructure and recommendations from the Openspace and Amenity Work Stream.	Infrastructure	\$20,000 p.a. for 5 years	2021+
	39)	LAPs should be published in a user friendly manner so that host communities can see some of the benefit of hosting medium density development.	Infrastructure	Nil	2021+
Managing Greenfield Land Supply	40)	Review the current approach to the management of greenfield land to ensure it aligns with HPUDS development targets and develop methods to constrain the supply of greenfield development land to increase the relative competitiveness of urban intensification	EGOI	Nil	2021+
	41)	Be cautious of releasing more greenfields land than is dictated by overall housing demand.	EGOI	Nil	2012+

Socially Integrated Development	42)	Identify sites within a 5 minute walk of the northern portion of the Parkvale host neighbourhood that could be rezoned to suburban commercial in the future to better provide for the future needs of the intensification area as it develops.	Planning and Regulation	Nil	2021+
	43)	Identify sites within a 5 minute walk of the southern portion of the Mahora host neighbourhood that could be rezoned to suburban commercial in the future to better provide for the future needs of the intensification area as it develops.	Planning and Regulation	Nil	2021+
	44)	Consult with the Ministry of Education and relevant private school providers regarding the potential implications of intensifying the host neighbourhoods, particularly so for the northern portion of the Heretaunga Street East intensification area.	EGOI	Nil	2021+

Workstream	Action	Status	Evaluation
Changing Perceptions of Medium Density Housing	Adopt a definition of medium density housing of 250m <sup>2</sup> - 350m <sup>2</sup> gross area of land per unit.	Completed.	
	Avoid the use of terms such as medium density housing and using terms such as comprehensive housing development and compact housing.	Not initiated.	The accepted terminology used across national policy and guidance is <i>Medium Density Residential Development</i> or variations of this. The concern about negative connotations is overstated.
	Early engagement of real estate agents to assist in determining likely markets and suitable levels of affordability.	Not initiated.	The intention is to engage with real estate industry through pending FDS project. Engagement needs to extend beyond the real estate industry to include all key stakeholders particularly infrastructure providers and developers.
	Develop an education strategy targeted at the community and development community to address negative perceptions of medium density housing. This strategy should include: <ul style="list-style-type: none"> <li>• Identification and responses to common misconceptions.</li> <li>• Demonstrations and examples of good practice. Preferably within a local context (i.e. Hastings / Hawkes Bay) or if not available, national context.</li> </ul>	Completed.	An education strategy has been undertaken alongside the Intensive Residential Design Guide which included local examples. Demonstrations and examples of good practice within a local context has not yet been actively implemented although there has been reporting on this to Council on the outcomes from the design guide implementation.
	Undertake a business case for the development (e.g. through a joint venture partnership) of a demonstration model to provide evidence to stakeholders that medium density housing can be successful.	On-going.	A business case for the development of a demonstration model has progressed through the Flaxmere project. Other demonstration projects are being considered. This action is closely related to the role of Council as landowner and acquirer to de-risk the development of medium density housing.
Promoting Quality Design and Amenity	Develop and adopt design guidelines for medium density housing and ensure that compliance with them is a statutory requirement of the development process	On-going.	Guidelines were implemented in February 2021 but as an education approach, which is non-statutory.



Workstream	Action	Status	Evaluation
	to ensure that appropriate amenity values are achieved.		Consideration is being given to incorporating design criteria into the District Plan alongside other changes to provide greater certainty.
	Ensure the Hastings design panel are informed of the adopted medium density guidelines and are able to give pre-application advice and to assist in fast-tracking the processing of medium density housing proposals.	Not initiated.	The Hastings design panel has been disbanded.
Responsive and Effective Regulation	Promote positive (in terms of policy framework) and appropriate (in terms of methods) district plan provisions for medium density housing as described above.	On-going.	Plan Changes in 2015 introduced City Living Zone and Comprehensive Residential Development overlay. Further plan changes are being considered to improve the efficiency of the new provisions.
	Investigate and adopt potential fast track consent processes for medium density housing proposals based on a pre-approved Council accredited applicant process.	Not initiated.	Action was scheduled for 2018-2021. Fast tracking of MDH applications has not been pursued but should be considered alongside other actions.
	Explore and adopt other ways of reducing the risk and increasing the certainty of consent processes associated with medium density housing development.	On-going.	Part of the Plan Change Initiated encourage pre lodgement and guidance provided against Guide. This action has been included in the Housing Strategy Action Plan.
	Facilitate the early input (e.g. pre-lodgement of resource consents) from senior planners in consent processes.	Completed	Pre lodgement meetings and guidance provided against Guide are actively provided as services.
Building Local Amenity and Open Space	Various parks access and playground improvements and reserve on south side of Heretaunga Street East as uptake dictates	Completed.	
	Part II of the Greening Streets Strategy should give priority to amenity upgrades in the intensification areas, in conjunction with roading and infrastructure upgrades	Not initiated.	This action is linked with Medium Density Ready Service workstream: Local Area Amenity and Infrastructure Plans (LAPs) scheduled from 2021.

Workstream	Action	Status	Evaluation
Medium Density Ready Services	Ensure provision is made for medium density housing in the intensification areas when undertaking works between now and 2015.	Completed.	
	Undertake the further investigations identified in this report to better inform the 2015-2025 Long Term Plan and to optimise the investment required.	Completed.	
	Prioritise and make provision for the works identified in this report in the 2018-2028 Long Term Plan.	Completed.	
	Advocate for the planning for and prioritisation of public transport services provided by the Hawke's Bay Regional Council that support medium density intensification areas.	Ongoing	The Regional Public Transport Plan refers to bus services contracted to service Hastings (Camberly, Mahora, Parkvale and Akina), Flaxmere and Havelock North. The RPTP plan refers to dispersed geography and low density housing as challenges and signals likely future needs for better integration of public transport into the transport system, but does not refer to urban growth strategies or the MDRS.
	Make appropriate allowance for the recovery of the marginal costs for the works through the Development Contributions Policy	Ongoing.	Assumed to have been addressed in DC Policy referred to elsewhere.
	At each LTP and AP survey the development community on it their forward intentions for medium density to optimise the timing of infrastructure works.	Not initiated.	The Developer Forum provides a forum for this type of engagement.
	Prepare Local Area Amenity and Infrastructure Plans (LAPs) to integrate above and below ground infrastructure and recommendations from the Openspace and Amenity Work Stream.	Not initiated.	This action was scheduled from 2021. The strategy is that \$20,000 p.a. for 5 years would be applied from 2021 onwards. This funding does not appear to be included in the LTP.
	LAPs should be published in a user friendly manner so that host communities can see some of the benefit of hosting medium density development.	Not initiated.	This action was scheduled from 2021. The strategy is that \$20,000 p.a. for 5 years would be applied from 2021 onwards. This funding does not appear to be included in the LTP.

Workstream	Action	Status	Evaluation
Cost Competitive Development	Undertake a review of the current development contributions policy in accordance with the analysis and recommendations of this strategy and amend development contributions policy to ensure the distributions of costs of greenfields development (both local and external) are fairly distributed.	Completed.	A review of the current development contributions policy was completed in 2015.
	Revise the current approach to development contributions to identify other options for potentially: <ul style="list-style-type: none"> <li>Reducing the contribution required for medium density housing; and/or</li> <li>Enabling the delay of payment until such time as the developer has acquired financial return for investment in medium density housing</li> </ul>	Completed.	A review of the DC policy was completed in 2015. The contribution required for medium density housing was not reduced. A further review of the DC policy is to occur for the 2024-2034 LTP. Consideration should be given to area based DCs for intensification areas, including measures to encourage delivery of 1 and 2 bedroom units in MDR development areas. Pro-rated DCs for small dwelling based on the relative demand is a logical amendment that could be considered in the short term across all residential areas.
Managing Greenfield Land Supply	Continue with structure planning and enabling District plan provisions to allow the supply of greenfields land to aligned with fluctuating overall housing demand	Ongoing	Structure Planning is currently underway for 3 greenfield development areas.
	Develop monitoring programmes for the uptake of greenfield land and other housing indicators	Completed	Quarterly Reporting of uptake of greenfield land and aggregate reporting on infill/MDH is in place. Quarterly Reporting of place specific uptake of infill/MDH should also be undertaken.
	Review the current approach to the management of greenfield land to ensure it aligns with HPUDS development targets and develop methods to constrain the supply of greenfield development land to increase the relative competitiveness of urban intensification	Not initiated.	This action was scheduled from 2021. A review the current approach to the management of greenfield land to ensure it aligns with HPUDS development targets and develop methods to constrain the supply of greenfield development land

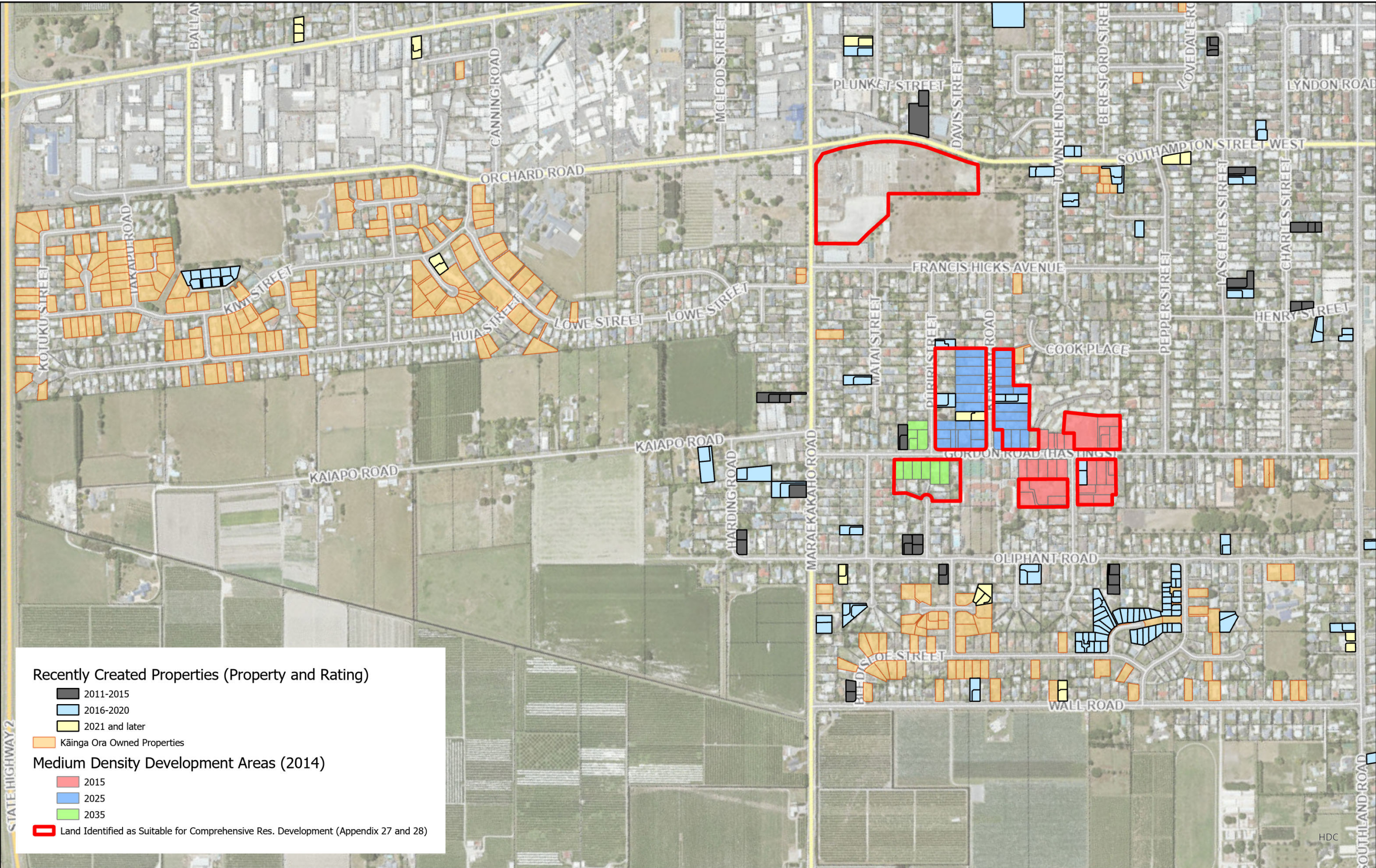
Workstream	Action	Status	Evaluation
			to increase the relative competitiveness of urban intensification will be undertaken as part of the FDS. The issue of transition is also highlighted in the reporting on the HCA and the effect on housing supply that will result from constraining greenfield development without greater enablement of infill/medium density. HPUDS development targets for greenfield density are outdated and too conservative.
	Be cautious of releasing more greenfields land than is dictated by overall housing demand.	Not initiated.	This action was scheduled from 2021. This action will be undertaken as part of the FDS.
Socially Integrated Development	Develop an affordable housing strategy that determines whether greater level of Council intervention (e.g. affordable housing policy) is required in the housing market to ensure housing affordability, recognising the role of medium density housing in affordable housing and consider the costs and benefits of the approaches to avoiding social housing clusters.	Completed	The Hastings Medium and Long Term Housing Strategy includes affordable housing strategy outcomes and workstreams that address core actions under this workstream.
	Investigate options for freeing up under-utilised housing stock.	Completed	The Hastings Medium and Long Term Housing Strategy addresses all types of housing, including retirement housing that releases larger family homes to the market.
	Promote housing supply that reflects the demographic and socio-economic profiles of likely future residents within the Hastings context.	Completed	The Hastings Medium and Long Term Housing Strategy includes workstreams to promote housing supply that reflects the demographic and socio-economic profiles of likely future residents.
	Identify sites within a 5 minute walk of the northern portion of the Parkvale host neighbourhood that could be rezoned to suburban commercial in the future to better provide for the future needs of the intensification area as it develops.	Not initiated.	This action was scheduled from 2021. Action is linked to Local Area Amenity and Infrastructure Plans (LAPs) with a potentially broadened scope.

Workstream	Action	Status	Evaluation
	Identify sites within a 5 minute walk of the southern portion of the Mahora host neighbourhood that could be rezoned to suburban commercial in the future to better provide for the future needs of the intensification area as it develops.	Not initiated.	This action was scheduled from 2021. Action is linked to Local Area Amenity and Infrastructure Plans (LAPs) with a potentially broadened scope.
	Consult with the Ministry of Education and relevant private school providers regarding the potential implications of intensifying the host neighbourhoods, particularly so for the northern portion of the Heretaunga Street East intensification area.	Not initiated.	This action was scheduled from 2021. Action is linked to Local Area Amenity and Infrastructure Plans (LAPs) with a potentially broadened scope.
Removing Barriers and Building Capacity	Investigate development finance options to understand whether further financial assistance can be given to developers	Ongoing	Financial intervention might be appropriate for affordable housing where commercial viability is ore marginal. The affordable housing element of the MDHS are now addressed in the Hastings Medium and Long Term Housing Strategy
	Review the role of Council as landowner and acquirer to de-risk the development of medium density housing	Ongoing	With a significant supply gap, and no short term ability to address land use planning and infrastructure constraints, there is a good case for the Council to consider involvement in assembling land packages and partnering with developers to deliver housing projects aligned to the Housing Strategy and MDHS outcomes. This should include consideration of Council owned land.









# Raureka / Camberley - Medium Density Development Area

Projection: NZTM  
Datum: D\_NZGD\_2000



Original Size: A3  
Date: Monday, 13 June 2022

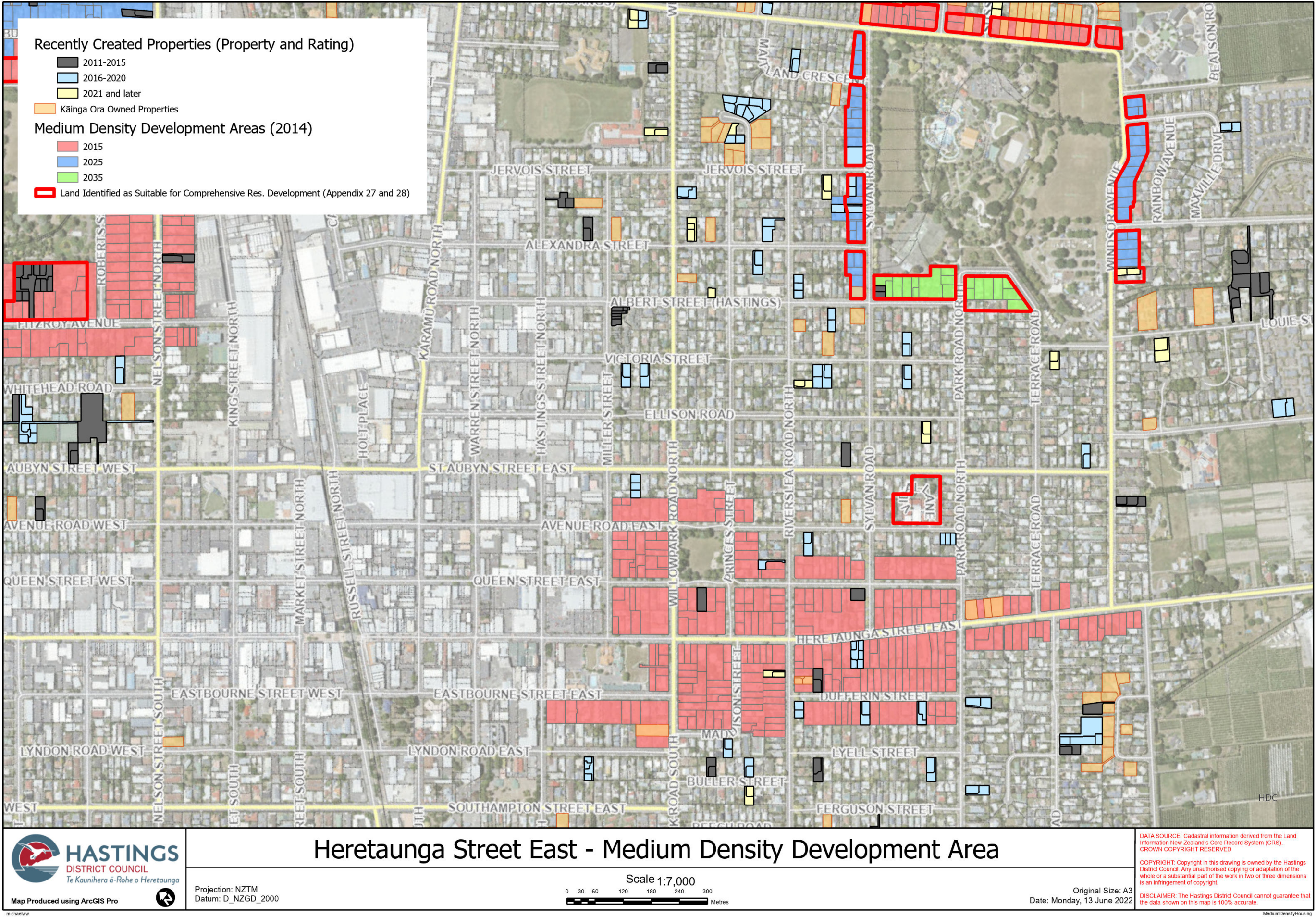
DATA SOURCE: Cadastral information derived from the Land Information New Zealand's Core Record System (CRS).  
CROWN COPYRIGHT RESERVED

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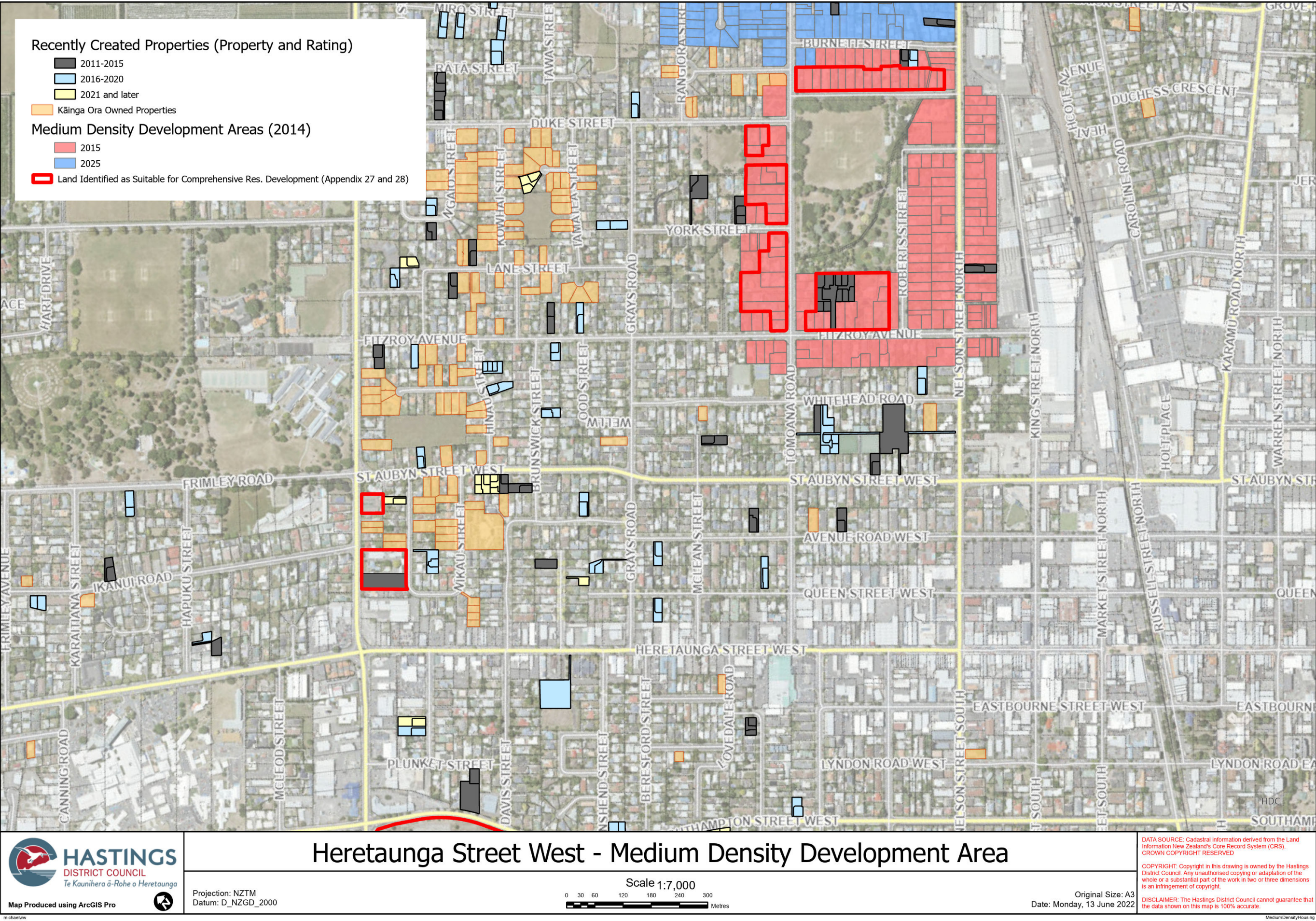
DISCLAIMER: The Hastings District Council cannot guarantee that the data shown on this map is 100% accurate.

MediumDensityHousing

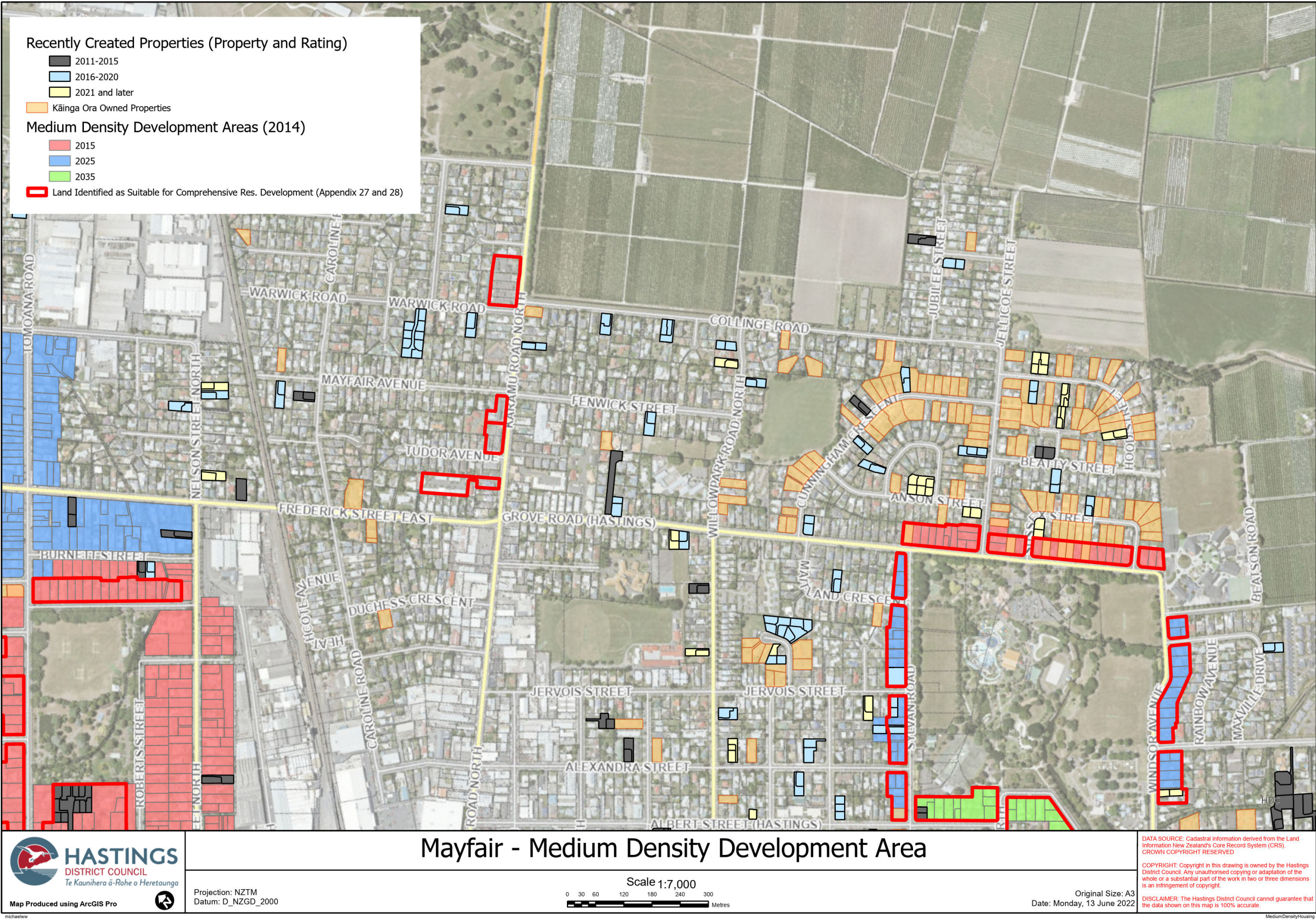




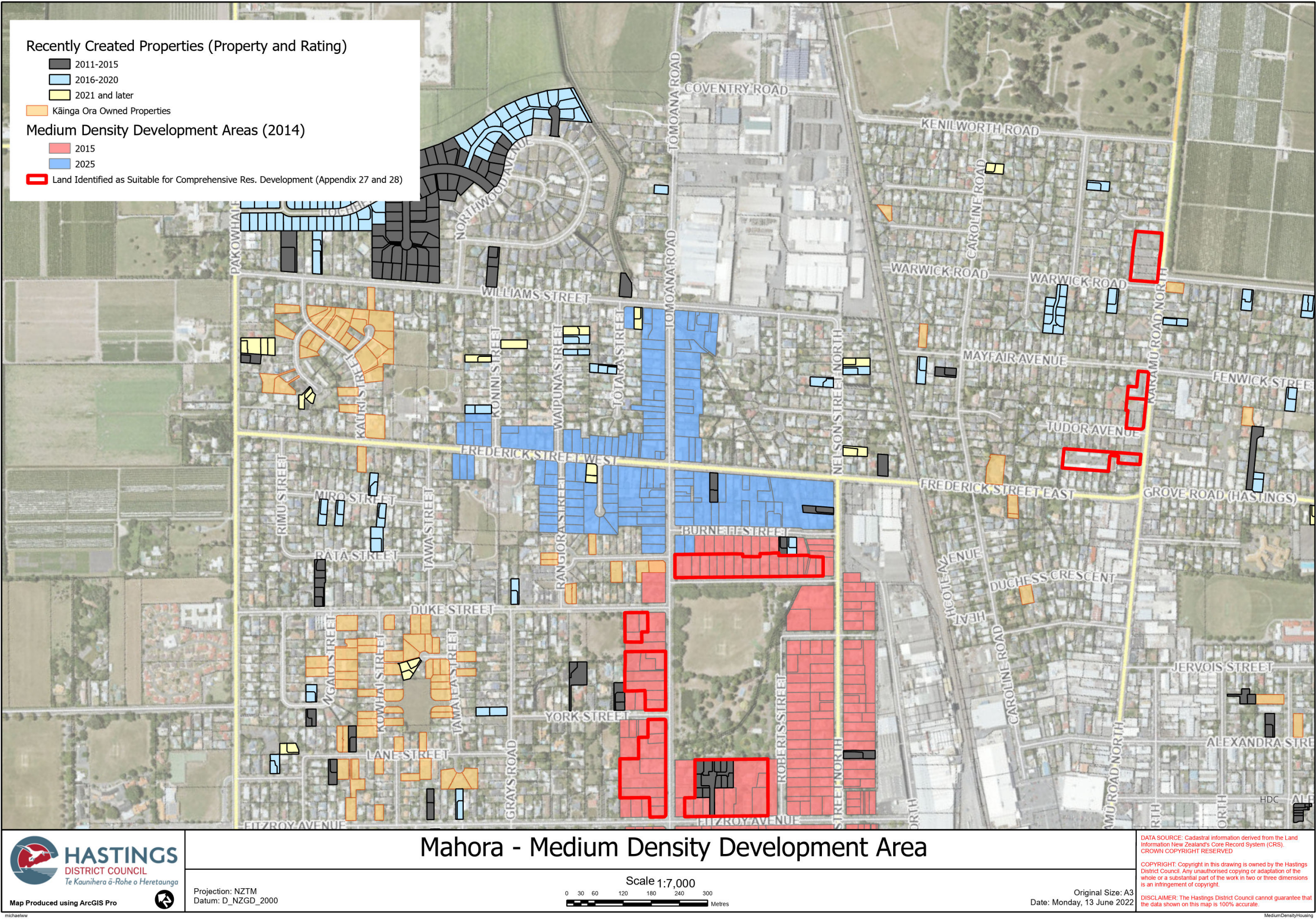




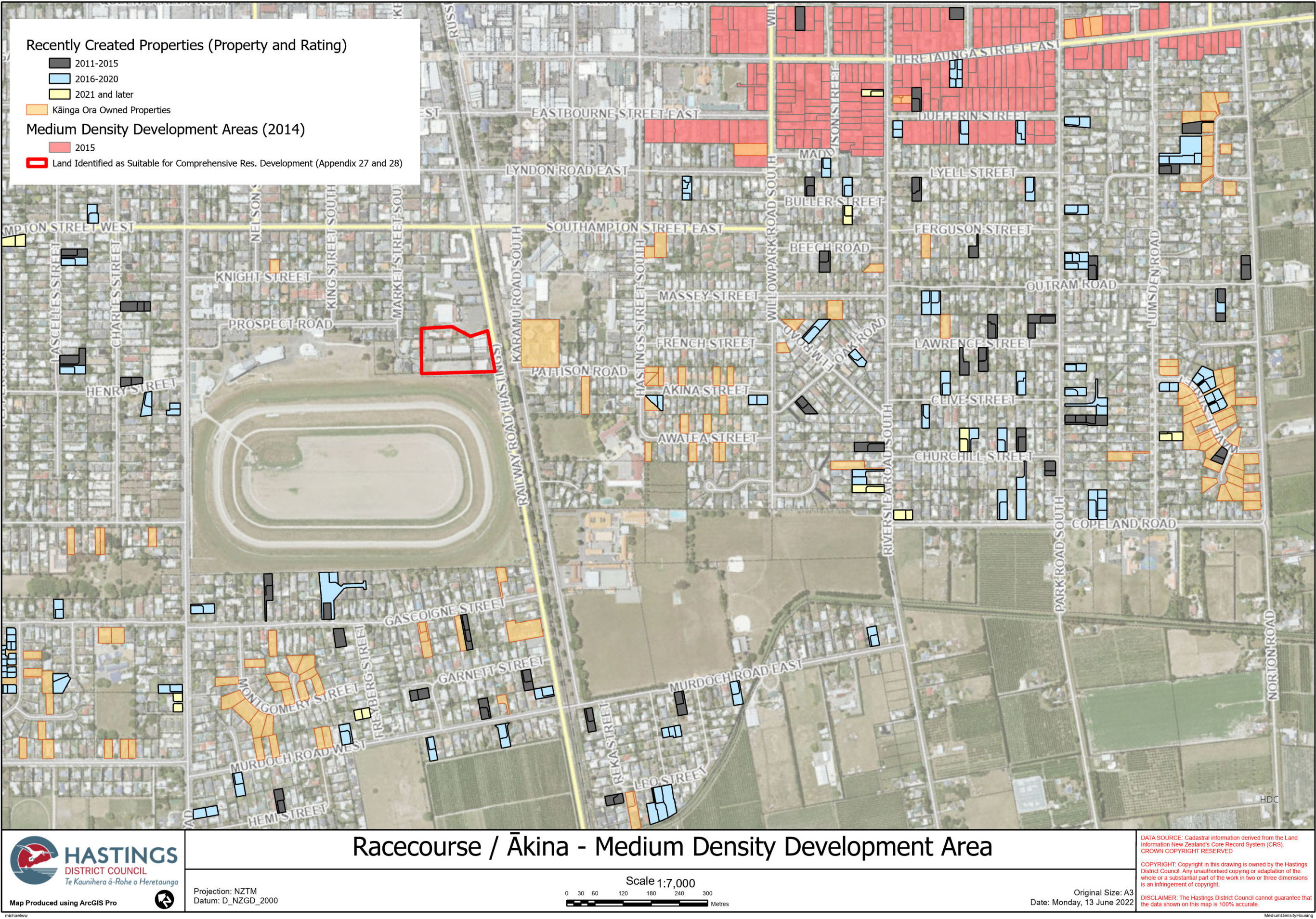


















## WORKSTREAM 7: MEDIUM DENSITY HOUSING

AIM: Compact and well-functioning urban environment

### OUTCOMES

<ul style="list-style-type: none"> <li>Additional capacity for medium density housing is targeted to areas with attributes that will support a well-functioning urban environment.</li> <li>Medium density housing areas have high quality design and amenity.</li> </ul>	<ul style="list-style-type: none"> <li>Recognise that medium density housing may involve significant changes to an area that may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types and are not, of themselves, an adverse effect.</li> </ul>	<ul style="list-style-type: none"> <li>The regulatory framework enables medium density housing at preferred locations that void unwarranted transaction costs and development uncertainty.</li> <li>The transition to higher levels of housing intensity does not cause unintended constraints on the supply of accessible and affordable housing.</li> </ul>
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ACTION		LEAD/PARTNERS	TIMEFRAME
7.1	Identify and define a network of Medium Density Residential Development Areas and Sites for Hastings with locational attributes that will support a well-functioning urban environment as defined under the NPS – UD as an input to the development of the FDS/ Regional Spatial Plan.	LEAD: HDC PARTNERS: Kāinga Ora, MHUD,	End of 2022
7.2	Develop Local Area Plans for identified Medium Density Residential Development Areas to define short, medium and long term scenarios for land use (residential, health, social, cultural, education, business), infrastructure (transport, three waters,	LEAD: HDC PARTNERS: Kāinga Ora, MHUD	End of 2023



ACTION		LEAD/PARTNERS	TIMEFRAME
	streetscape, open spaces) and natural spaces, in collaboration with the community.		
7.3	Implement a Plan Change to the Comprehensive Residential Development provisions to remove current obstacles	LEAD: HDC PARTNERS: Kāinga Ora, MHUD	End of 2022
7.4	Implement Plan Changes to give effect to Local Area Plans	LEAD: HDC PARTNERS: Kāinga Ora, MHUD, Private sector	Programme to align with FDS
7.5	Plan and fund infrastructure investment to support the delivery of development within MDR Residential Development Areas.	LEAD: HDC PARTNERS: Kāinga Ora, Education, other infrastructure providers	End of 2023
7.6	Create a portal for infrastructure information that supports MDR development investment decisions, including <ul style="list-style-type: none"> <li>• Areas that are infrastructure-ready;</li> <li>• Areas that will be infrastructure-ready in the foreseeable future, with indicative timing;</li> <li>• Areas that are unlikely to be infrastructure ready in the foreseeable future.</li> </ul>	LEAD: HDC	End of 2023
7.7	Maintain experienced planning and design personnel as a point of contact for new developments and to provide continuity through regulatory processes	LEAD: HDC	Current
7.8	Extend Medium Density Design Guidance design guidance to conversion of motels to residential units	LEAD: HDC PARTNERS: Kāinga Ora	End of 2023
7.9	Amend the Development Contributions Policy to provide for single and two bedroom dwellings units as a pro-rated HUE:	LEAD: HDC	July 2023

ACTION		LEAD/PARTNERS	TIMEFRAME
	<ul style="list-style-type: none"> <li>Single bedroom – 0.5 HUE</li> <li>Two bedroom – 0.65 HUE</li> <li>3+ bedrooms – 1 HUE</li> </ul>		
7.0	Consider establishing Development Contributions for each MDR Residential Development Area and incorporate into the Development contributions policy with methods that encourage increases in density and diversity of housing.	LEAD: HDC	Programme to align with 2024-2034 LTP/DC Policy
7.9	Consider moving to an area-based Development Contributions Policy framework within MDR Residential Development Areas as means of encouraging increases in density and diversity of housing.	LEAD: HDC	Programme to align with 2024-2034 LTP/DC Policy
7.10	Identify and evaluate options for a Council enabled attractive medium density housing pilot development of scale within a MDR development area that demonstrates the aims and outcomes of the housing strategy.	LEAD: HDC PARTNERS: Private sector	July 2023



# ESKDALE PARK

## Reserve Management Plan

### THEMES & CONCEPTS

*We are here*

#### The Eskdale Park RMP process

- 1 Council notifies the community that the process is underway, calls for community input and gathers user data.
- 2 The input and data from step 1 is analysed and used to prepare key themes and concepts.
- 3 Those key themes and concepts are presented to the community for feedback, to check we are on the right track.
- 4 The feedback from steps 1, 2 and 3 is analysed and used to prepare a Draft Reserve Management Plan.
- 5 Public submissions on the Draft Reserve Management Plan are called for.
- 6 A council hearing is scheduled at which submitters to the draft plan can support their submission by speaking at the hearing.
- 7 Council adopts the final Reserve Management Plan subject to amendments made during the hearing.

**HASTINGS**  
DISTRICT COUNCIL  
Te Kauhira ā-Rohi o Hēretanga



## What you told us...

On behalf of Council, independent research company FOLKL carried out interviews, held a park gathering and co-ordinated a survey, to find out what park users and members of the community liked about the park and what improvements they would like to see. In addition, respondents were asked their level of comfort regarding a range of potential new facilities within Eskdale Park, including children's pump track, formal car park exercise equipment, barbecues and pathways, as well as access from the park to recreation facilities on private land across the river (given the desire expressed by Hawke's Bay Mountain Bike Club).

You can read the full FOLKL report [here](#).

That phase was followed by a public workshop, which helped refine the values, constraints and opportunities within the park. You can access the workshop information from [here](#).

1252  
PARTICIPANTS



### What you liked

- Esk River access
- Trees
- Natural Beauty
- Open Space/rural character
- Heritage and memories
- Peacefulness
- Space for family activities, walking, picnicking and dog exercise

### What could be improved

- Relationships between current and potential user groups (dog walking, walking and cycling)
- Railway corridor (safety for pedestrians, cyclists and motorists)
- Access from state highway (safety)
- Placement, access into and quality of toilets and changing facilities
- More exercise opportunities
- Cycling accessibility from i-Way network
- Dog and owner behaviour
- River access
- Park location signs and more welcoming entranceway
- Encourage greater use of the park
- Security
- Risks related to driving and parking within the park
- Playground (dated)
- Historical information
- River vegetation (weeds, willows etc.)
- Tree hazard management (limb-drop risk)
- Flood planning

Given the desire expressed by the Hawke's Bay Mountain Bike Club to access its trails on Pan Pac land from Eskdale Park is the driver for the preparation of this Reserve Management Plan, feedback on this issue is specifically addressed. It is important to note that no proposal has been received by Hastings District Council on this matter, and therefore no prior decisions on this have been made.

Respondents to the survey who commented on the possibility were either very uncomfortable or very comfortable, with just 22 per cent selecting any of the five options between those two. A higher level of comfort was expressed provided that any infrastructure did not detract from the park's atmosphere or amenities, or use was made of the area of the park currently leased for grazing. The FOLKL report noted strong and conflicting views, which were further highlighted during the workshops. Differing views were noted both between members of the community local to the park, and between cycling and non-cycling advocates.



### Archaeological report

#### ARCHAEOLOGY HAWKE'S BAY

- No recorded archaeological sites within Eskdale Park
- It is likely that periodic flooding will have destroyed or buried any potential archaeology
- Any earthworks should be undertaken using Accidental Discovery Protocols.

### Historical report

#### HISTORIAN MICHAEL FOWLER

- Sets out the modern history of the reserve, including a summary of land acquisition.

## Other information we have gathered...

As the public engagement was being carried out, Council commissioned specialist reports to help us understand the historic context of the park, the health and importance of the trees in the park, and any archaeological considerations. You can access the specialist reports from [here](#).



### Arboricultural report

#### PAPER STREET TREE COMPANY

- Site survey recorded 1239 items
- 52% canopy coverage with tree health good overall
- The majority of canopy coverage (50%) is poplar – a cultivar with a high propensity for limb failure – the majority mature specimens showing emerging mechanical weaknesses
- Current risk of harm is low due to low site occupancy levels and Council's proactive management approach – but the risk (loss of environmental amenity, increased maintenance cost and duty of care to public safety) is rising
- Recommends continue planting plan and proactive replacement/removal. Staged removal of compromised trees (four in first three years; seven in three to six years); replace with long-lived specimens.

### Cultural aspirations

- Eskdale Reserve falls within the land bounds of Napier marae, in particular Petāne, Tangoio and Te Haroto
- Te Taiwhenua O Te Whanganui-a-Orotū (iwi-mandated authority for Napier), with Maungaharuru Tangitū Trust and Mana Ahuriri Trust, is preparing a Cultural Aspiration Report for this RMP process.

## Key themes & concepts

Council's parks team and our specialist advisers have now collated all of the available information to distil the key themes and concepts that will assist us to develop the Draft Reserve Management Plan. That signals the move into the regulatory phase of the process, which is governed by the Reserves Act 1977. The draft plan is expected to be published and formal submissions called for by June 2022.

### Key themes

- Retaining, valuing and enhancing the open green space, trees and riparian margin
- Acknowledging and recognising the history of the park
- Developing enhanced play and recreation facilities for varying interests, ages and abilities
- Improving connections to and within the park
- Addressing user conflicts (dog walking, vehicles in the park)
- Incorporating the land currently leased for grazing into the publicly accessible part of Eskdale Park
- Improving access to Esk River.

### Concepts to be further investigated through the draft plan stage

This list is not exhaustive, nor does the inclusion of an idea mean it will make the draft plan; rather it reflects some of the most common ideas raised during the public consultation phase. Some will require input from other regulatory bodies (e.g. Hawke's Bay Regional Council, Department of Conservation, Waka Kotahi), which will guide the way forward.

- Providing an accessible path network for all user groups (including elderly and disabled)
- Defining dog off-lead areas
- Developing vehicle-free areas
- Creating an inviting entrance (a sense of arrival)
- Creating and enhancing space for events (e.g. family picnics, community events and farmer's markets)
- Improving river access and enhancing riparian margin
- Considering public access off Yule Road
- Connecting park to external pedestrian/cycling networks (i-Way)
- Making use of adjoining parkland currently leased for grazing for wider public use (eg parking/biodiversity planting/nature play/new public entryway/and/or access into Panpac forest for range of user groups)
- Installing new facilities (picnic and barbecue areas)
- Providing exercise facilities/equipment that fit with the park's natural character
- Upgrading toilet facilities (including wheelchair access)
- Creating separate play areas for different age groups (including natural play)
- Upgrading existing play areas and play equipment
- Accommodating more activities for youth (little kids through to teenage)
- Upgrading the cricket green
- Recognising and reflecting the heritage of the park
- Protecting and managing the mature trees and preparing a tree succession plan
- Considering the balance between exotic and native plantings
- Planning for natural hazards, principally flooding

We thank everyone who has been involved in this process; your input has been very valuable. We welcome your feedback on the key themes and concepts that will guide the next stage. To let us know what you think, email [eskdalepark@hdc.govt.nz](mailto:eskdalepark@hdc.govt.nz)







## What you told us...

On behalf of Council, independent research company FOLKL carried out interviews, held a park gathering and co-ordinated a survey, to find out what park users liked about the park and what improvements they would like to see. In particular, respondents were asked how the 0.2 hectares of land that will be reintegrated into the park, once the maintenance shed area is removed, should be used. You can read the full FOLKL report [here](#).

That phase was followed by a public workshop, which helped refine the values, constraints and opportunities within the park. You can access the workshop information and summary from [here](#).

230  
PARTICIPANTS



IN A  
NUTSHELL



### What you liked

- Rose garden
- Mature trees and green space
- Space for walking
- Playground
- Sports ground
- Serene area for relaxation

### What could be improved

- Dog and owner behaviour
- Toilet facilities
- More playground shade
- Traffic and parking congestion
- Litter management
- Cycling links to and from park
- Improved main entry and park pathways
- Historical and geographical information

### Ideas for the integrated area

- Native plants and/or sensory garden
- Vegetable/rongoā garden and orchard
- Extended playground (to suit older children)
- Off-lead dog exercise area
- Water play or water feature
- Picnic area with park furniture and shade
- Amphitheatre/education



## Arboricultural report

### PAPER STREET TREE COMPANY

- Seven trees to be considered for protection in the District Plan
- Tree management recommendations including risk, planting and after care
- Tree removal (three)
- Tree benefit assessment (carbon storage and rainfall interception).

## Archaeological report

### ARCHAEOLOGY HAWKE'S BAY

- No recorded archaeological sites in the park
- Paleo channel (historic stream) identified
- Potential for archaeology at some depth, particularly near the paleo channel
- Use Accidental Discovery Protocols during any development.

## Other information we have gathered...

As the public consultation was being carried out, Council also commissioned specialist reports to help us understand the historic context of the park, the health and importance of the trees in the park, and any archaeological considerations. You can access the full specialist reports from [here](#).



## Historical report

### HISTORIAN MICHAEL FOWLER

- Gifting of the land to Hastings Borough Council by Williams family
- Original homestead
- Establishment of Frimley Rose Garden
- Park amenities history: aquatic centre, playground, sports grounds.





## Key themes & concepts

Council's parks team and our specialist advisers have now collated all of the available information to distil the key themes and concepts that will assist them to develop the Draft Reserve Management Plan. That signals the move into the regulatory phase of the process, which is governed by the Reserves Act 1977. The draft plan is expected to be published and formal submissions called for in June 2022.

This list is not exhaustive, nor does the inclusion of an idea mean it will make the draft plan; rather it reflects some of the most common ideas raised during the public consultation phase.

### Key themes

- Retaining and valuing the open green space, trees and gardens
- Valuing and sharing the history of the park
- Developing play options
- Improving connections to and within the park
- Retaining spaces for organised sport and informal recreation
- Improving parking.

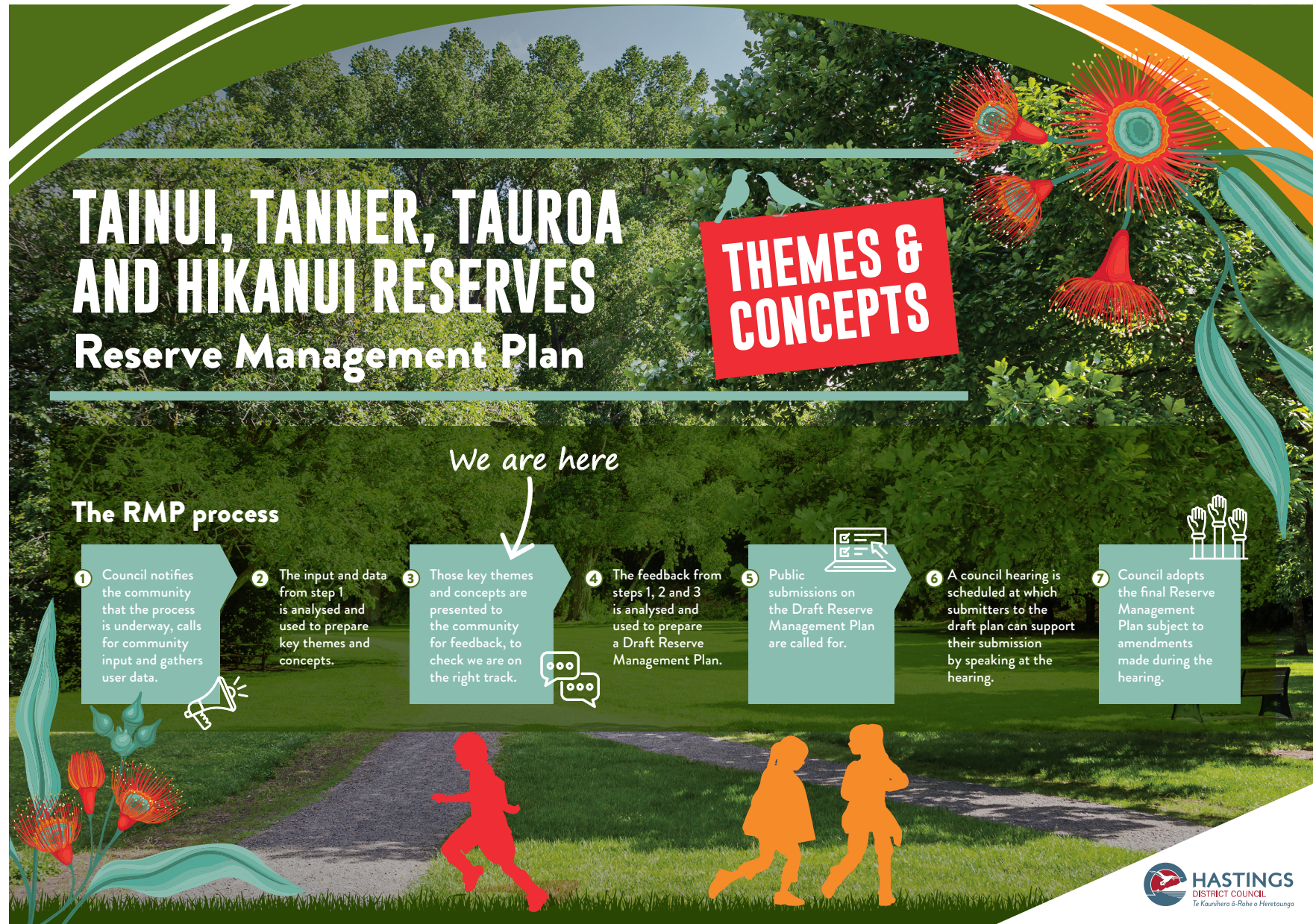
### Concepts to be further investigated through the draft plan stage

- Vehicle parking, traffic safety and cycling connections
- Establishing a clear hierarchy of entranceways and connections to and within the park
- Expanding play and picnic areas, and educational opportunities
- Developing new garden types and areas
- Improving facilities and accessibility, including toilets, seating and path surfaces
- Formalising the protection of historic trees
- Celebrating the park's history and geology
- Future of Frimley Park poplar.

The parks team thanks everyone who has been involved in this process; your input has been very valuable. If you have questions, please email [frimleypark@hdc.govt.nz](mailto:frimleypark@hdc.govt.nz)









## What you told us...

On behalf of Council, independent research company FOLKL carried out interviews, held a reserve gathering, and co-ordinated a survey, to find out the issues, needs and concerns for the four reserves. The consultation had a particular focus on the track network, including pedestrian tracks, mountain bike trails and shared tracks. You can read the full FOLKL report [here](#).

That phase was followed by two public workshops, which helped refine the values, constraints and opportunities within the reserves. You can see the workshop information from [here](#).



### What you liked

- Natural oasis for enhancing physical and mental wellbeing
- Variety of activities and terrain
- Opportunity to walk, run and mountain bike
- Opportunities for connection with other users
- Walking dogs off-leash
- Culture and history, with Hikanui Pā located within Tainui Reserve

### What could be improved

- The track network: completion of MTB network, separation of tracks and user education to reduce conflict between users
- Relationships between user groups
- Track maintenance
- Dog and dog owner behaviour
- Weed control
- Increased native planting
- Erosion control
- Litter reduction
- Signage, including information about the reserves' history
- Vehicle parking
- Property encroachment

### Opportunities

- Building relationships between user groups
- Completion of mountain bike trail network and separation of user activities
- Protection and management of Hikanui Pā, including educational information
- Defining a bike jumps area
- Improved reserve maintenance, including weed control, track maintenance and litter reduction
- Sign improvements, including track type, education and cultural heritage information
- Improving communications from Council to reserves users
- Native planting and succession planting
- Maintaining and improving waterways
- Improving accessibility into and through the reserves for people with restricted mobility



## Arboricultural report

### PAPER STREET TREE CO.

- Assessed trees in Tainui and Tauroa Reserves and provided management programme for specific trees
- Risk of harm occurring from a tree-related failure low; continue with regular checks including after storm events
- Recommends removal of 514 trees within the two reserves, with focus on Hikanui Pā, due to the stand becoming more open and susceptible to wind throw, with resulting archaeological and cultural impacts.
- Chemical use should be controlled.

## Other information we have gathered...

As the public consultation was carried out, Council commissioned specialist reports to help us understand the cultural aspirations of mana whenua for the reserves, the historic context of the reserves, the health of the trees within the reserves, and archaeological considerations. You can read the specialist reports from [here](#).

## Cultural aspirations

### LED BY MAREI APATU, TE TAIWHENUA O HERETAUNGA

The reserves have high cultural heritage:

- Hikanui Pā (in Tainui Reserve), registered archaeological site with distinctive archaeological features
- Reserves are located in an area which in the 1840s held the last remnants of native forest.

The vision of mana whenua is to reinstate the mana of these reserves as a perpetual living connection with the pre-1840s world of their tīpuna (ancestors)

## Historical report

### HISTORIAN MICHAEL FOWLER

- Sets out modern history of reserves, from 1850s to present day, including summary of land acquisition.

## Archaeological report

### ARCHAEOLOGY HAWKE'S BAY

- Two registered archaeological sites within Tainui Reserve, protected under Heritage New Zealand Pouhere Taonga Act 2014
- The sites show some degradation and proactive management is required to reduce the impacts on the sites of vegetation, weather, visitor activities, loss of integrity and loss of information.



## Key themes & concepts

Council's parks team and our specialist advisers have now collated all of the available information to distil the key themes and concepts that will assist us to develop the Draft Reserve Management Plan. That signals the move into the regulatory phase of the process, which is governed by the Reserves Act. The draft plan will be published and formal submissions called for, expected to be in June 2022.

That plan will be informed by the information we have gathered over the year.

### Key themes

- Recognising and protecting the cultural heritage of the reserves
- Retaining the peaceful and natural character of the reserves
- Maintaining the opportunity to walk, cycle, walk dogs and play in nature.
- Ensuring the reserves continue to be a place to connect and where all members of the community are welcome

### Concepts to be further investigated through the draft plan stage

This list is not exhaustive, nor does the inclusion of an idea mean it will make the draft plan; rather it reflects some of the most common ideas raised during the public consultation phase. Some may require input from other regulatory bodies (e.g. Hawke's Bay Regional Council, Department of Conservation, Heritage New Zealand), which will guide the way forward.

- The protection and management of the Hikanui Pā site
- Tree management and revegetation plan which provides for future generations, supports cultural aspirations and harnesses climate change mitigation opportunities
- A mountain bike trail network within the reserves
- A 'jumps' area for bikes
- Vehicle parking, cycling and pedestrian connections to and between the reserves, including accessibility improvements
- Waterway improvements
- Weed and pest control
- Defining dog off and on lead areas
- Improving facilities including provision of toilets and additional seating, and track maintenance
- Signage improvements, including wayfinding within and between reserves, track network information and heritage information

The parks team thanks everyone who has been involved in this process; your input has been very valuable. If you have questions, please email [havelockhills@hdc.govt.nz](mailto:havelockhills@hdc.govt.nz)





## TE PAPA RĒHIA O HEREPOHO ESKDALE PARK

Ko te Mahere Hukihuki Whakahaere a-Rāhui o te Papa Rēhia o Herepoho  
**Draft Eskdale Park Reserve Management Plan 2022-2032**

ADOPTED FOR CONSULTATION JULY 2022



ADOPTED FOR  
CONSULTATION JULY 2022

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TE KAUNIHERA Ā-ROHE O HERETAUNGA

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## He Mihi

Whakataka te hau ki te uru  
Whakataka te hau ki te tonga  
Kia mākinakina ki uta  
Kia mātaratara ki tai  
E hī ake ana i te ataakura  
He tio, he huka, he hau hū  
Tihei mauriora!

*Cease oh winds of the west and of the south  
Let the bracing breezes flow, over the land and the sea.  
Let the red-tipped dawn come with a sharpened edge,  
a touch of frost, a promise of a glorious day*

2 | DRAFT ESKDALE PARK RESERVE MANAGEMENT PLAN | JULY 2022

HE MIHI

JULY 2022 | DRAFT ESKDALE PARK RESERVE MANAGEMENT PLAN | 3

HE MIHI





WĀHANGA TUATAHI  
**PART 1**

*Kupu Whakataki me te Kōrero  
Whakamārama*

**INTRODUCTION  
AND BACKGROUND**

*Te Aronga o te Mahere*  
**Purpose of the Plan**

This Reserve Management Plan for Eskdale Park sets out the vision, objectives, policies, and development and enhancement priorities for the Park over the next 10 years.

This document will hereafter be referred to as the Management Plan.

Developed with comprehensive input from park users and stakeholder groups, the Management Plan provides Council with a clear framework for the day-to-day management and decision-making for the Park, and assigns works programming priorities and budgeting through a community-developed Concept Plan and an Action Plan.

The process aims to ensure that management and development of the Park is based on sound principles and that, through consultation, the aspirations and requests of the community have been clearly identified and considered.

*Te Tūāoma o te Mahere*  
**Status of the Plan**

The Park is classified a Recreation Reserve in terms of the Reserves Act 1977 and is owned by the Crown acting through the Department of Conservation, with the administration and management delegated to Hastings District Council.

The Management Plan has been prepared by the Hastings District Council in accordance with Section 41 of the Reserves Act 1977.



# He pēhea nei te āhua o te Mahere

## How the Plan Works

The Management Plan is informed and supported by legislation, planning documents and associated policies.

### TE TIRITI O WAITANGI THE TREATY OF WAITANGI

Hastings District Council positively upholds Te Tiriti o Waitangi, The Treaty of Waitangi, as the founding document of Aotearoa New Zealand, with a particular regard to the Bunbury Sheet signed by Ngāti Kahungunu Rangatira in June 1840 at Waipureku.

Council recognises and respects the Crown’s responsibility to take appropriate account of the principles of Te Tiriti o Waitangi, The Treaty of Waitangi: Partnership, Participation and Protection. These principles guide an evolving relationship with Mana Whenua as Council works towards effective and meaningful partnerships in Council business and decision-making processes.

Eskdale Park sits within the area of interest for the following Mana Whenua Authorities:

#### Te Taiwhenua o Te Whanganui-ā-Orotū

Te Taiwhenua o Te Whanganui-a-Orotū represents Mana Whenua as an Iwi Authority through the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 under the auspices of Ngāti Kahungunu Iwi Inc. The purpose of Te Taiwhenua o Te Whanganui-a-Orotū is to enhance the spiritual, cultural, social, and economic wellbeing of the hapū and marae within its area of interest, and to provide kaitiaki responsibilities of ensuring the restoration and maintenance of the natural environment.

#### Maungaharuru-Tangitū Trust

Maungaharuru-Tangitū Trust is the Post Settlement Governance Entity established to receive and manage the Maungaharuru-Tangitū Hapū Claims Settlement Act 2014. The Trust represents the interests of mana whenua hapū within their Area of Interest. Te Wai-o-Hingānga is the name of the Esk River for Maungaharuru-Tangitū hapū, and it is their main ancestral river, connecting from their ancestral mountain to the sea.

#### Mana Ahuriri Trust

Mana Ahuriri Trust is the Post Settlement Governance Entity established to receive and manage the Ahuriri Hapū Claims Settlement Act 2021. The Trust represent the interests of mana whenua hapū within their Area of Interest. Te Hukawai-o-Hingānga is the name of the Esk River for Ahuriri hapū, which was once a northern tributary of Te Whanganui-a-Orotū the former inner harbour, which exited to the sea at Ruahoro and Keteketerau.

#### Ngāti Pāhauwera Development Trust

Ngāti Pāhauwera Development Trust is the Post Settlement Governance Entity established to receive and manage the Ngāti Pāhauwera Treaty Claims Settlement Act 2012. Te Wai-o-Hingānga holds historical significance to Ngāti Pāhauwera as the southern boundary for their Historical Area of Interest.

### LEGISLATION

The following are key pieces of legislation that are relevant to this Management Plan.

#### Local Government Act 2002

The Local Government Act 2002 empowers Council to meet the current and future needs of communities for good quality local infrastructure, local public services and the performance of regulatory functions in a way that is most cost-effective for households and businesses.

#### Reserves Act 1977

The Park is classified a Recreation Reserve in terms of the Reserves Act 1977 and is owned by the Crown acting through the Department of Conservation.

Section 17(1) of the Reserves Act 1977 states that reserves classified as Recreation Reserves be held for the purpose of *‘providing areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside..’*

Section 41 of the Reserves Act requires that Reserve Management Plans be prepared to provide for and ensure the *“use, enjoyment, maintenance, protection, and preservation... and...the development”* of the reserve. They enable Council to outline intentions for parks and reserves with the input of the community. The aim of this legislation is to ensure that reserve management and development is based on sound principles, and that there are appropriate controls that reflect the purpose for which the reserve is classified.

This Management Plan has been prepared under the provisions of the Reserves Act 1977.

#### Resource Management Act 1991

The role of Council under the Resource Management Act 1991 is to promote sustainable management of resources. Activities within reserves will need to comply with the requirements of this Act, and the various plans and standards prepared under it.

#### Heritage New Zealand Pouhere Taonga Act 2014

The Heritage New Zealand Pouhere Taonga Act 2014 seeks to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. This includes historic places, such as archaeological sites and wāhi tapu. Under this Act it is an offence to destroy, damage, or modify any archaeological site without an authority from Heritage New Zealand Pouhere Taonga. The Act also requires an authority if there is a reasonable cause to suspect that an archaeological site (recorded or unrecorded) may be damaged, modified, or destroyed by any activity (other than by natural processes).

#### Maungaharuru-Tangitū Hapū Claims Settlement Act 2014 and Ahuriri Hapū Claims Settlement Act 2021

Mana whenua hold Statutory Acknowledgements and Deeds of Recognition over Te Wai-o-Hingānga | Te Hukawai-o-Hingānga | Esk River and its tributaries through their respective Post Settlement Governance Entities Maungaharuru-Tangitū Trust and Mana Ahuriri Trust, which have a shared Area of Interest across Eskdale Park. Deeds of Recognition oblige the Crown and Local Government to consult with mana whenua and have regard to their views regarding their special association with Te Wai-o-Hingānga | Te Hukawai-o-Hingānga | Esk River.

### COUNCIL PLANS AND POLICIES

The Management Plan is also informed by Te Aranga Design Principles and the Toi-tū Hawke’s Bay Strategy, of which align to Council’s current plans and policies, including the following:

#### Hastings Operative District Plan

Section 13.1 of the Operative District Plan identifies the parks and reserves within the District which have an ‘Open Space Zone’, the purpose of which is to ensure that the effects of activities established on public open spaces are mitigated, while enabling the reserve to meet the needs of the community. Within the Zone there are seven open space categories, which reflect the primary characteristics of each open space and are consistent with those in the Reserves Strategy 2006: (1) Sport and Recreation; (2) Community; (3) Public Gardens; (4) Open Space; (5) Cultural Heritage; (6) Civic Space; and (7) Linkages. Eskdale Park is classified as a Community Reserve in the Operative Hastings District Plan, which allows for informal leisure and social opportunities.

The District Plan generally provides that where an activity is authorised in a Reserve Management Plan, it is a permitted activity, subject to meeting controls such as building setbacks, noise and traffic controls.

Eskdale Park is also subject to other rules in the District Plan, such as River Hazard Overlay rules.

#### Long Term Plan 2021-31 (LTP)

A key function of the Local Government Act 2002 is to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for the community. The Act specifically provides for ‘libraries, museums, reserves, recreational facilities and other community infrastructure as core services. These services are required to be *‘efficient; effective; and appropriate to present and anticipated future circumstances’*.

The Long Term Plan is Council’s method for outlining the activities and services it is planning to provide over the coming 10 years. At the time of preparing this Management Plan, the current Long Term Plan covers years 2021-31. The provision, management and development of reserves and open spaces is an essential component of ensuring the safety and health of our people and the environment, along with making our communities places where people want to live, as identified in the Long Term Plan. The specific outcome is *‘safe, healthy and liveable communities’, through the ‘provision of a range of accessible social, cultural and recreational activity’*.

#### Annual Plan

Supporting the Long Term Plan, Annual Plans provide business plans for each area of Council, including service levels and asset management information. The Annual Plan is produced each year and sets out the services and activities Council will deliver, what the elements will cost, and how they will be paid for.

#### District Wide Reserve Management Plan 2009

The District Wide Reserve Management Plan identifies objectives and policies which apply to all reserves throughout the district, including those not vested or classified as reserves under the Reserves Act. This seeks to ensure consistency, transparency and to enable greater community awareness of Council’s intentions for all reserves throughout the district. The Policies and Objectives contained within the District Wide Reserve Management Plan will apply to Eskdale Park where relevant.

### Reserves Strategy 2006

The Council Reserves Strategy identifies the importance of green space in the District, and identifies existing provision and deficit areas, types of reserves as well as guiding principles and goals to address future demand, challenges and use of open space in the district. The purpose of the Strategy is to set the direction for provision of an open space network that will meet the District’s needs for the next 10 years, taking into consideration existing Council provision and levels of service.

The 2006 Strategy is currently under review. For consistency with the District Plan and NZRA National Standards each of the district’s reserves are classified as one of seven categories: (1) Sport and recreation; (2) Community; (3) Public Gardens; (4) Open Space; (5) Cultural Heritage; (6) Civic Space; and (7) Linkages.

Eskdale Park is identified as a Community Reserve, which includes those parks developed and used for informal recreation and sporting activities, play and family-based activities and social and community activities.

#### Play Strategy 2004 and 2008 Review

The ‘Hastings: Coming Out to Play’ Strategy provides direction for the provision of play in public spaces and identifies an activity plan for both renewing and establishing new play spaces. The activity plan is reviewed annually and provides a level of service hierarchy for play spaces as; Destination, Key Urban, and Local.

The play spaces in Eskdale Park are identified in the Play Strategy as a Key Urban Playscape. Key Urban playscapes are found in places that serve popular destinations, with space for different ages and abilities to play at the same time. Key Urban playscapes typically provide at least six play pieces. Playscapes in the rural areas, such as Eskdale, not only meet the needs of the local communities they set in, but in many cases are visitor destinations.

#### Landmarks Development Plan 2011

The purpose of the Landmarks Development Plan is to promote the district’s image, identity and sense of place, and to foster civic pride. It is part of the Landmarks philosophy that the overall distribution and quality of open spaces contributes significantly to visual amenity, image and civic amenity. A well-developed open space network integrates town and country.

#### Te Aranga Māori Cultural Landscape Strategy 2008 (2nd Edition)

Hastings District Council has adopted Te Aranga Māori Cultural Landscape Strategy 2008, working to embed Te Aranga design philosophy as a way of working for reinstatement, development, and articulation of the physical and metaphysical cultural landscapes of mana whenua. Te Aranga design philosophy is a values and principles based co-design process underpinned by the following principles:

- Mana Rangatiranga | Chieftainship
- Whakapapa me ōna Pūrākau | Names and stories
- Te Whakatipuranga o Te Taiao | Healing of the environment
- Mahi Toi | Creative expression
- Ahi Kā Roa | the living presence
- Pōtikitanga | Cultural innovation



## Ngā Kōrero mō te Papa About the Park

Eskdale Park is a 12.5ha rural park sited on the banks of the lower Te Wai-o-Hingānga | Esk River, within Esk Valley, 20km north-west of Ahuriri Napier.

The Park is in two parts, being the publicly accessible park area of 7.8834ha (the western portion of the Park), and a leased area of 4.6618ha, to the east.

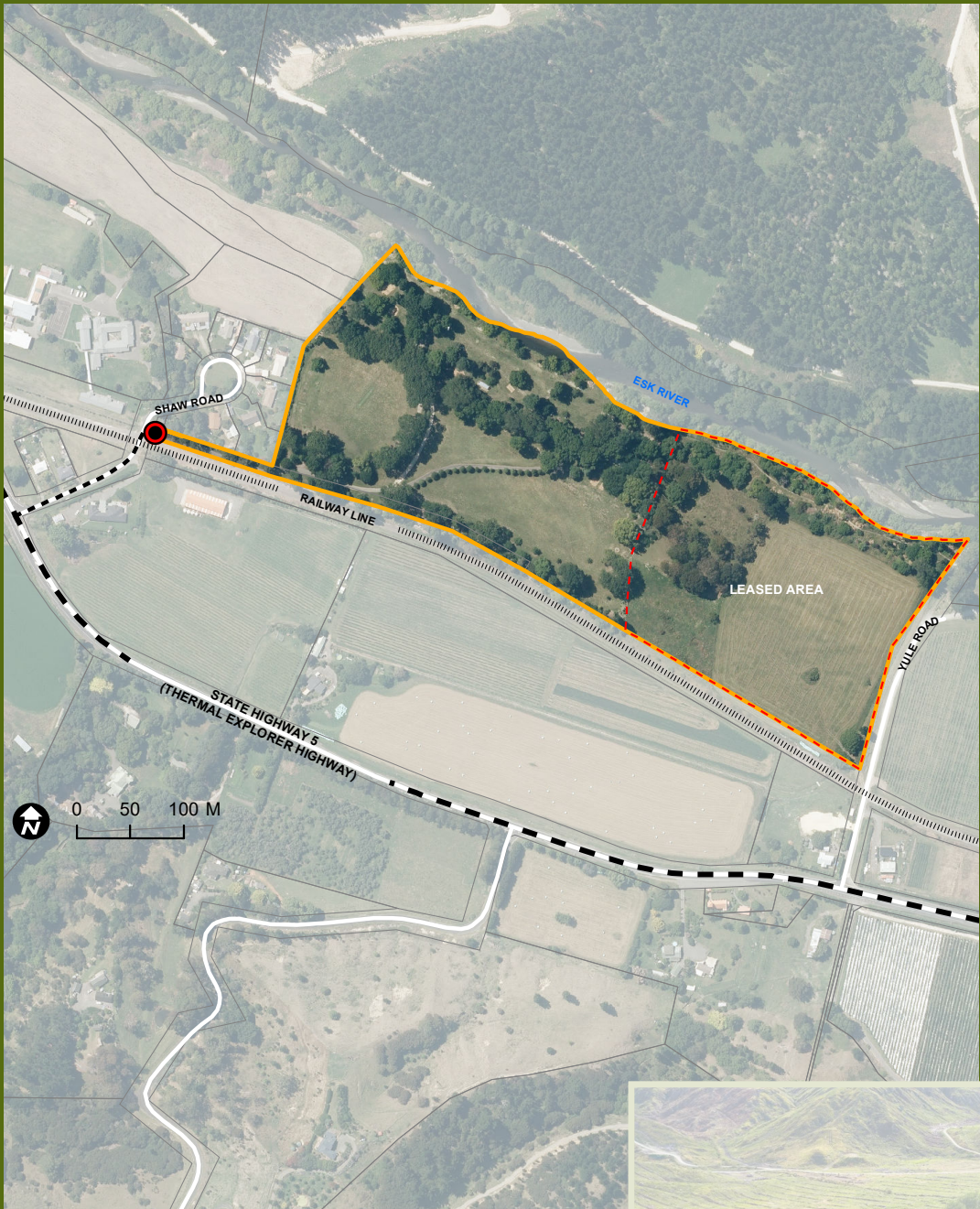
The Park is classified as a Recreation Reserve under the Reserves Act 1977, and managed by Hastings District Council on behalf of the Crown.

### LOCATION

Eskdale Park is located on the bank of Te Wai-o-Hingānga | Esk River, at Herepoho Eskdale.

The Park is bordered to the north by the Te Wai-o-Hingānga | Esk River and to the south by the Palmerston North-Gisborne Railway.

The western boundary comprises an accessway from Shaw Road and private residential properties fronting onto the Park. The eastern boundary comprises the land currently leased for grazing, accessed via Yule Road and its intersection with State Highway 5.



Eskdale Park Location Map

Shaw Road also provides access to Hukarere Girls College, a commercial brewery and café, and a number of residential properties. Yule Road also provides access to residential properties and the Eskdale Holiday Park.

The Park is located within a predominately rural environment, with the farmland used for cropping, vineyards and grazing. A Pan Pac owned forestry block is sited across Te Wai-o-Hingānga | The Esk River.

### LEGAL DESCRIPTION

Eskdale Park is a 12.5452 hectares parcel of land legally described as Block 18 Eskdale Crown Ground District, Block XI Puketapu Survey District SO Plan 6341.

The Park is a ‘Recreation’ Reserve in terms of the Reserves Act 1977 and is owned by the Crown acting through the Department of Conservation.

The land is held in the unregistered New Zealand Gazette 1981 page 2339.

### OWNERSHIP AND MANAGEMENT

The administration and control of Eskdale Park was vested in the Hawke’s Bay County Council by a notice in the New Zealand Gazette in 1921 (page 2183). The assets of the Hawke’s Bay County Council were subsequently transferred to Hastings District Council in 1989 during local government reform.

Hastings District Council manages the Park on behalf of the Crown according to its Recreation Reserve classification under the Reserves Act 1977.

Pursuant to s 17(1) of the Reserves Act, recreation reserves are intended to provide “areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside, with emphasis on the retention of open spaces and on outdoor recreational activities, including recreational tracks in the countryside.”

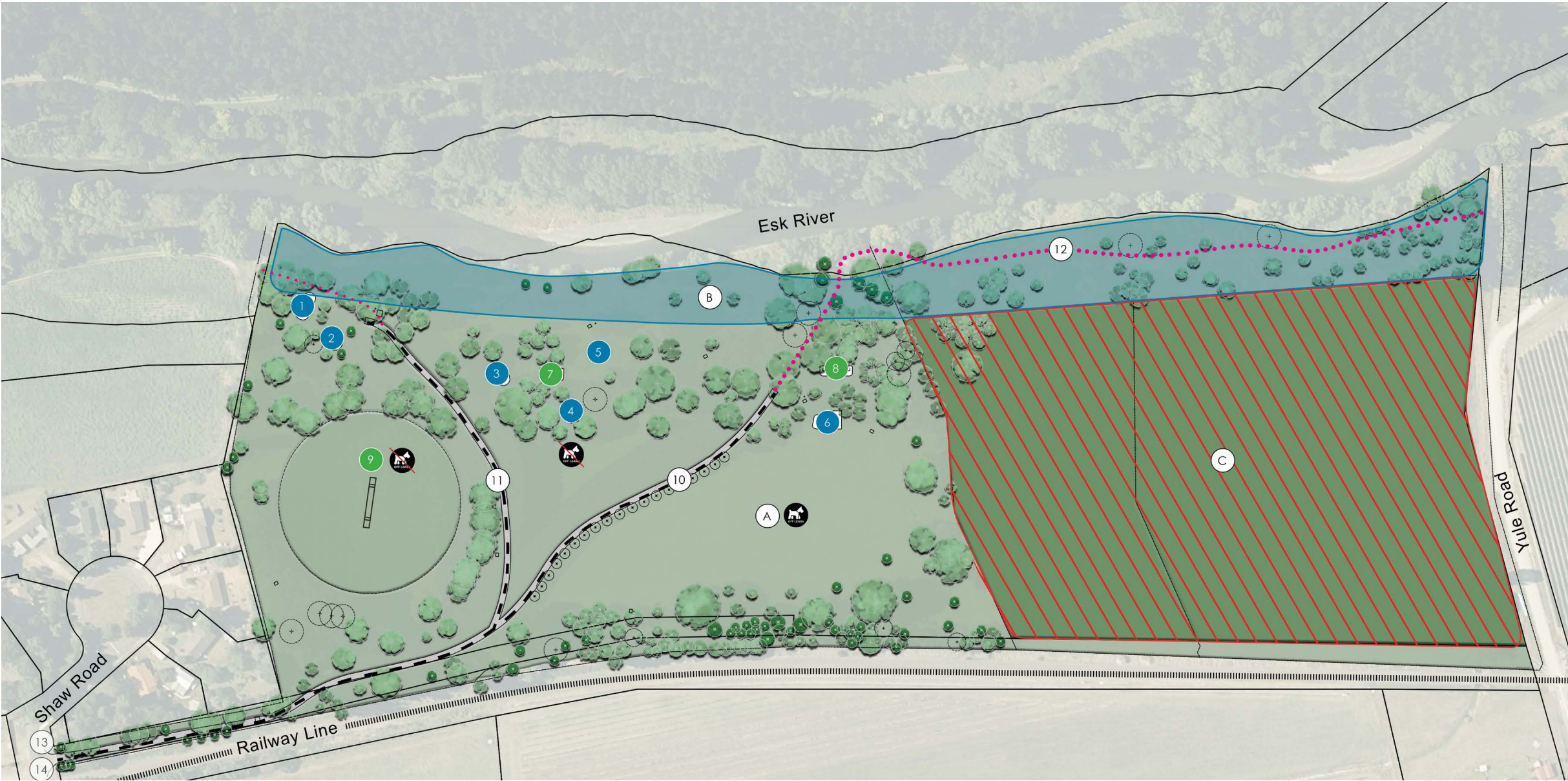
- Section 17(2) goes on to provide that recreation reserves be administered to:
- provide for freedom of access, with regard to protecting the ‘general well-being’ of the Park and the people using it;
  - protect, where compatible with the primary purpose of the Park, its scenic, historic, archaeological, biological, geological, or other scientific features or indigenous flora or fauna or wildlife;
  - conserve those qualities of the Park which contribute to the pleasantness, harmony, and cohesion of the natural environment and to the better use and enjoyment of the reserve; and
  - maintain the Park’s value as a soil, water and forest conservation area.

Eskdale Park Aerial Photograph





ESKDALE PARK CURRENT LAYOUT AND FACILITIES PLAN



STRUCTURES & FACILITIES

- |                             |                                  |
|-----------------------------|----------------------------------|
| 1-6 Children's play areas   | 12 Shared pedestrian pathway     |
| 7-8 Toilet block            | 13 Park entrance                 |
| 9 Cricket wicket            | 14 Thomas Clark and flood plaque |
| 10 Formed vehicle access    | Dog exercise area                |
| 11 Lime sand vehicle access | Dog prohibited area              |

NATURAL ENVIRONMENT

- |  |
|--|
| A Maintained Open Space Area                 |
| B Esk River Riparian Margin                  |
| C Land Leased for Grazing (no public access) |



Trees - Native



Trees - Exotic

SCALE | 1:2000 @ A3





Te Taiao  
The Natural Environment

LANDSCAPE AREAS

There are three distinct landscape areas within the Park that are unique and identifiable by their natural features, use and facilities. These areas are:

- 1 Maintained Open Space – Exotic Tree and Grassland
- 2 Te Wai-o-Hingānga Esk River Riparian Margin – Exotic Riparian Treeland
- 3 Land Leased for Grazing – Exotic Tree and Grassland



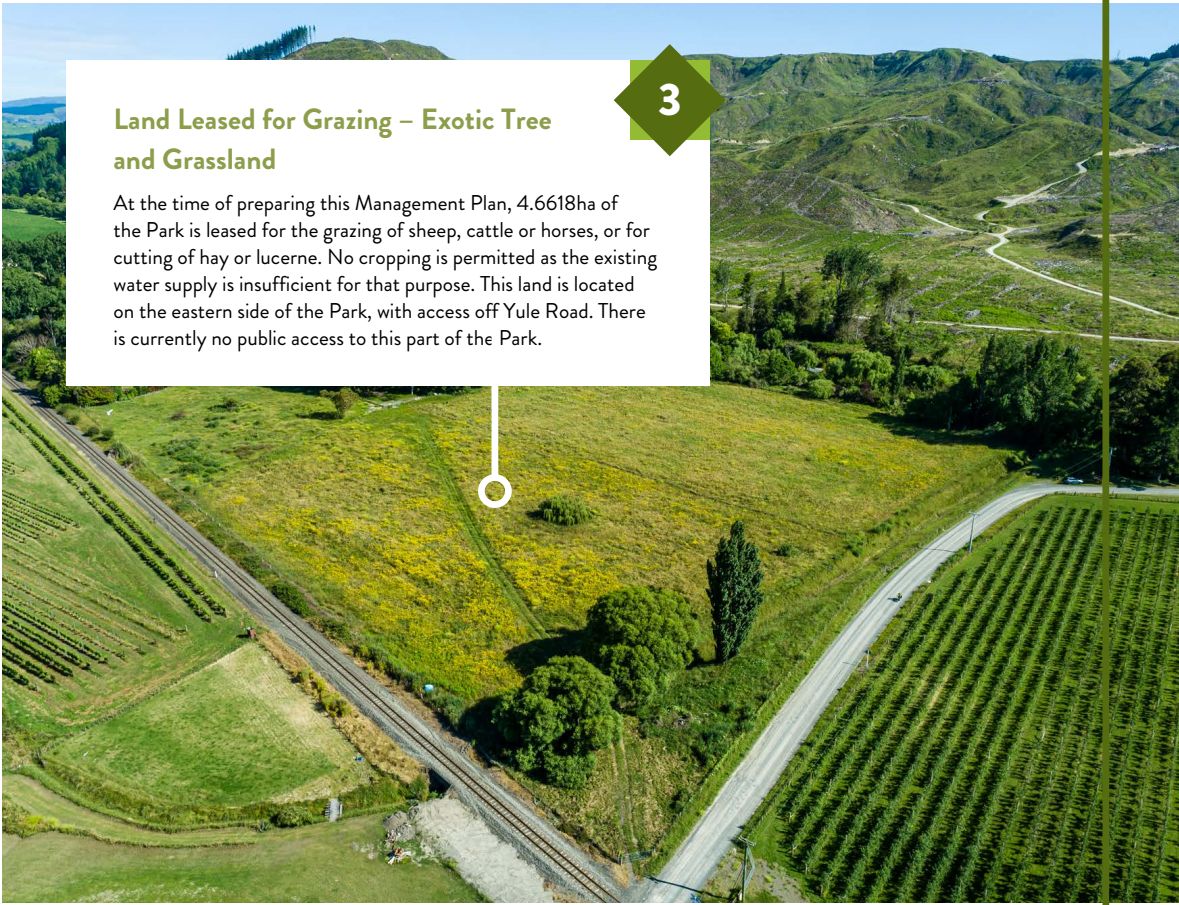
1  
Maintained  
Open Space –  
Exotic Tree and  
Grassland

This area is the main publicly accessible part of the Park. The purpose and use of this area is open space for passive and active recreation and access to nature and the river, with large mature trees providing shade and amenity value.



2  
Te Wai-o-Hingānga  
Esk River Riparian Margin –  
Exotic Riparian Treeland

The entire 600m of the northern boundary of the Park is located on the true-right bank of the lower Te Wai-o-Hingānga | Esk River, providing a number of informal points to access the river for swimming and recreation.



3  
Land Leased for Grazing – Exotic Tree  
and Grassland

At the time of preparing this Management Plan, 4.6618ha of the Park is leased for the grazing of sheep, cattle or horses, or for cutting of hay or lucerne. No cropping is permitted as the existing water supply is insufficient for that purpose. This land is located on the eastern side of the Park, with access off Yule Road. There is currently no public access to this part of the Park.



ECOSYSTEMS

Eskdale Park is located in the catchment of Te Wai-o-Hingānga. There used to be two main ecosystem types in the lower reaches of the catchment in the vicinity of the Park.

WF2-2 Kahikatea, Tōtara, Matai Forest

This ecosystem type used to dominate the flood plains of the lower catchment, comprising emergent kahikatea under a canopy of tōtara, matai, pōkākā, black maire, white maire, titoki, tawa, kōwhai, lacebark, houhere and a range of divaricating shrubs. This ecosystem, once common along most river systems in Te Matau-a-Māui Hawke’s Bay, is now listed as acutely threatened. Unfortunately, this ecosystem type has completely disappeared from Te Wai-o-Hingānga | Esk River catchment.

MF1: Tōtara, Titoki forest

This ecosystem type was also once a dominant forest type in the catchment on drier sites than WF2-2, consisting of tōtara and titoki in the canopy with a range of broadleaf species understorey. It is also extremely rare and threatened nationally today, classified as acutely threatened. There are remnants of this ecosystem in the wider catchment but they are generally small and heavily modified and degraded.

VEGETATION

The current vegetation of the main recreational area of the Park is exotic trees, consisting of large exotic specimens including eucalyptus (*Eucalyptus spp.*), oaks (*Quercus spp.*), poplars (*Populus spp.*), and walnuts (*Juglans spp.*) over an exotic grassland. The leased area consists of exotic grassland (for grazing) and exotic trees, including a few eucalyptus trees.

The riparian area of Te Wai-o-Hingānga | Esk River is dominated by crack willows (*Salix x fragilis*) with other exotic trees, shrubs and herbaceous exotic plants, including pest plant species.

Except for some indigenous tree planting there is very little, if any, indigenous vegetation within the Park or the surrounding area. There is also no remnant indigenous vegetation in the park or in the immediately surrounding area.

While exotic, the Park’s existing vegetation does have habitat values for native fauna. As well as providing various food resources and habitats for native birds (both observed and potentially present), some of the larger exotic trees with loose bark, knots and cavity holes provide potential habitat values for native lizards, bats, and insects.

SOILS

The Park comprises weakly developed soils formed in alluvial sand silt or gravel (in deeper layers) deposited by Te Wai-o-Hingānga | Esk River from hard sandstone parent material. Generally, the soil is imperfectly drained with low vulnerability to water logging in non-irrigated conditions and has moderate to high soil water holding capacity. The soil is likely to have a structural vulnerability and a moderate nitrogen leaching potential.

FAUNA

Avifauna within the Park is predominantly of exotic origin, such as the blackbird (*Turdus merula*), common myna (*Acridotheres tristis*), common starling (*Sturnus vulgaris*) and chaffinch (*Fringilla coelebs*).

The New Zealand Threat Classification System (NZTCS) is used to assess the threat status of native species and identify those as ‘Threatened’, ‘At Risk’ or ‘Not Threatened’.

Not-Threatened native species found in the Park include kōtare/sacred kingfisher (*Todiramphus sanctus*), tūi/parson bird (*Prosthemadera novaeseelandiae*) and tiwaiwaka/New Zealand fantail (*Rhipidura fuliginosa*).

Other native species that have been recorded in the proximity of the Park, include pōpokotea/whitehead (*Mohoua albicilla*), which is classified as ‘At Risk – Declining’ (Robertson et al., 2021) where habitat is suitable. Whitehead are classified as the ‘At Risk – Declining’ in the NZTCS.

Te Wai-o-Hingānga | Esk River is one of the ‘Regionally Significant’ rivers for supporting nationally and regionally ‘Threatened’ and ‘At Risk’ bird species, including whio/blue duck (likely to be in the headwaters and upper river) and tōrea/pied stilts. Its river mouth regularly supports indigenous species including the piopio/banded dotterel (*Charadrius bicinctus*) which is classified as ‘Threatened – Nationally Vulnerable’. While the river is primarily single channel, exposed gravel islands and muddy substrates are sparsely present in the channel. These features may provide habitat for shorebirds such as black-fronted dotterel (*Elsayornis melanops*), which is classified as ‘At Risk – Naturally Uncommon’.

Bats are the only native terrestrial mammals in New Zealand with two remaining species, Pekapeka/long-tailed bat (*Chalinolobus tuberculatus*) and the lesser short-tailed bat which is separated into three subspecies (*Mystacina tuberculata spp.*). All bat species are ‘Threatened’ due to predation, habitat degradation and loss, and competition.

While short-tailed bats typically live within mature indigenous forest, long-tailed bats prefer roosting in small cavities of old, large trees, but have also been observed to utilise other features such as loose bark, hollow limbs or epiphyte growth for roosting. They prefer commuting and foraging along vegetation edges and near waterbodies. The nearest recording of long-tailed bats are from regenerating indigenous vegetation 5km inland from the Park area, where bats are likely foraging along the waterways and in the surrounding areas. Some of the habitat features commonly used by long-tailed bats, such as large trees with loose bark and knots and the river itself, are present within the Park and its surrounds.

Native lizards often occupy habitats of otherwise low ecological value that are not protected, such as weedy vegetation and vegetation margins. While predation pressures on native lizards (as well as other native fauna) are expected to be high in the area, the Park contains features that may potentially provide some habitat for native lizards such as northern grass skink (*Oligosoma polychroma*), and Raukawa gecko (*Woodworthia maculate*), neither of which are classified as threatened species. The introduced Plague skink (*Lampropholis delicata*) is also likely present. The Park also contains features that could provide habitat for the Barking gecko (*Naultinus punctatus*) which is classified as ‘At Risk – Declining’.



ESK RIVER WATER QUALITY AND ECOLOGY

Te Wai-o-Hingānga | Esk River has reasonably good quality habitat for most of its length, with regular riffles, pools and bends and a mostly large cobble/gravel streambed.

Riparian margins are well protected in the upper reaches. However, the catchment is subject to erosion/sediment inputs to the waterways due to its soft sediment geology. As a result, water clarity is generally relatively low in Te Wai-o-Hingānga | Esk River compared to other reference sites in the region.

Microbiological water quality is generally suitable for contact recreation. Nutrient levels are generally below the relevant guideline values and trigger points, and the trend of the nutrient levels are stable over time. Water quality, as measured by the macroinvertebrate community index, indicates that water quality is generally good with possible mild pollution.

The periphyton (such as algae) growth in the river is generally high, exceeding the threshold for the protection of aquatic biodiversity values, and is within or just exceeding threshold for the protection of aesthetics and recreational values. This indicates that the river experiences excessive nutrient inputs.

Indigenous fish species present or likely present in the lower reaches of Te Wai-o-Hingānga | Esk River along the Park edge include the following ‘At Risk’ and ‘Not Threatened’ species: bluegill bully (*Gobiomorphus hubbsi*), inanga (*Galaxias maculatus*), tuna long-finned eel (*Anguilla dieffenbachii*) and torrent fish (*Cheimarrichthys fosteri*), common bully (*Gobiomorphus cotidianus*) and short-finned eel (*Anguilla australis*).



NATURAL HAZARDS

Flooding

The Esk River flooded the Esk Valley in March 1924 with the Esk River rising six feet (in one location). Another flood, in April 1938, caused widespread damage. In 2018, 270mm of rain in 12 hours caused another serious flood with residents and campers evacuated from the Esk Valley.

The valley floor, fans and flood plain of Te Wai-o-Hingānga | Esk River Valley are subject to periodic inundation and fast rising flood waters during intense rainfall events. For new land uses and development, avoidance of the hazard is considered the best approach.

Eskdale Park is located within a Flood Risk Area and included within the River Hazard Overlay in the Hastings District Plan.

Fire Hazard

There is a risk to people and properties from fire, predominately in the rural areas of the District. The dry weather conditions that exist in Hawke’s Bay make the rolling hills and forested areas of the District susceptible to fire.





## Ngā Hangatanga me Ngā Whakaurunga Structures and Facilities

The Park provides an open parkland character of large exotic trees, open grass areas, play facilities and two toilet blocks. Two formed access roads (one sealed and one limesand) facilitate vehicle access into the Park. Internally, vehicular movement is unlimited with no barriers to vehicles accessing any area of the publicly accessible Park land.

### CHILDREN’S PLAY AREAS

There are six separate ‘play areas’ scattered throughout the Park. These are mainly located along the banks of a raised bund that separates the larger flat open space areas, including the cricket oval, from the river margin to the north.

While most of the facilities were installed in 2006, two slides that were installed in 1950 require replacement; ‘monkey bars’ also installed in 1950, are in good condition.

The equipment at each of the six play areas in the Park, including year of installation, are listed below. Photos of each of the play pieces and their location are identified on the map in Appendix 3.

PLAY AREA	PLAY PIECES	DATE INSTALLED
1	• 2 bay swing set	2006
2	• Balancing planks • Commando climber • Uneven vertical log steps	2006
3	• 1 bay swing set	2006
4	• Yellow/green slide	1950
5	• Monkey bars	1950
6	• 1 bay swing set • Green slide	2006 1950



### TOILET FACILITIES

There are two concrete toilet blocks in the Park, one in the central area (built 1975), and the other to the eastern end of the Park (1960s). Adjacent to the eastern toilet block is a raised mound with a water tank, surrounded by trees.

### PARK FURNITURE

Park furniture includes picnic tables, seats and litter bins. These are all of varying design, materials and quality in the Park.



## Ngā Āhuatanga ā-Papa Features of Significance

### SITES OF ARCHAEOLOGICAL SIGNIFICANCE

An Archaeological Screening Report was prepared in November 2020 by Dr Gaylynne Carter, Archaeology Hawke’s Bay. This report identified that while there are no recorded archaeological sites within the Park, it does lie within a wider environment of cultural and archaeological significance.

There are a number of recorded sites in the area, particularly in the Tangoio and Bay View coastal hills.

The nearest currently recorded archaeological site is V20/209, a single pit located approximately 450m to the north west across Te Wai-o-Hingānga | Esk River within Pan Pac forest land. More widely there are a large number of recorded sites to the northeast associated with the Tangoio coastal hills, and to the south and south east associated with numerous pā.

It also lies in an area of Te Matau-a-Māui Hawke’s Bay that was significantly altered by the uplift from the 1931 earthquake. This event resulted in the drying out of swamps as well as shifts in the natural courses of rivers in the region. Prior to this uplift and preceding drainage intervention by farmers and other agencies,

these broad valley bottoms were often areas of swampy wetland. Such environments were resource-rich for mana whenua, providing birds, fish and plant materials.

However, the historical evidence clearly demonstrates that the area has been and remains flood prone. Therefore, any archaeological presence will have been exposed to drying effects of uplift and drainage, scouring effects of flood through the river channel environs, and deposition of a significant overburden of silt throughout the wider valley. All these events will likely have compromised or destroyed much of any potential surviving archaeology, or buried it deeply within the silt overburden.



### MEMORIALS

In recognition of the gift of land to the Park, there is a memorial to the late Mr Thomas Clark at the entrance to the Park.

A concrete pillar in the vicinity of the Clark memorial depicts the height of flood waters in 1938.

### OUTSTANDING TREES

There are no identified protected trees within the Park. The community consultation identified the presence of a fruit tree located within the land leased for grazing that has special significance to members of the Clark family.





## Mana whenua

### MANA RANGATIRATANGA

The mana of iwi, hapū, whānau and their respective marae are recognised and respected.

Ko Haruru te Maunga

Ko Te Wai-o-Hingānga te awa e hukahuka ana

Ko Te Whanganui-ā-Orotū te Roto

Ko Tangitū te Moana

Ko Petane te Marae

Ko Ngā Karanga Hapū o Te Wai-o-Hingānga ko Ngāti Tū,  
Ngāti Matepū, Ngāi Te Rūruku, Ngāti Pāhauwera

Tihei Mauri Ora!

Mana whenua history for this area stretches over one millennia with a strong heritage and association connected by rivers from mountain to sea. This long tenure and development of society was disrupted in the 1820s with the introduction of musket warfare and escalation of inter-tribal warfare known as Te Amiowhenua | The Musket Wars.

Through the turmoil of Te Amiowhenua, mana whenua sought exile and refuge at Te Māhia, under siege by invading tribes from the north, south, and west.

When the Ngāti Matepū, Ngāti Whakaari and Ngāi Te Ruruku hapū returned from exile they settled at Kapemaihi Pā on the south side of the mouth of Te Wai-o-Hinānga River (Esk River). William Colenso of the Church Missionary Society first referred to this pā in his diary in October 1848.

By January 1849, Kapemaihi Pā inhabitants had moved to a new pā two kilometres away at Petane.

William Colenso wrote in his diary on 30 January 1849 that he had arrived at a new marae on the north bank of the Waiohinanga, where Māori were building a chapel. He mentions leaving ‘Bethany’ after this visit. Petane is the Māori transliteration for ‘Bethany’ – a feminine name for the Biblical place near Jerusalem at the foot of Mount of Olives. It means ‘house of welcome’ or ‘house of figs’.

In 1851 the deed for the sale of the Ahuriri Block was signed at Whareongaonga, and Te Wai-o-Hingānga was drawn as the northern boundary.

#### Te Wai-o-Hingānga

Te Wai-o-Hingānga flows from the southeast end of the Maungaharuru, through what was a majestic sub-tropical podocarp forest, to the sea of Tangitū. For many centuries the primary waterways of Heretaunga were connected to Te Whanganui-a-Orotū and exited to the sea at Ruahoro, Keteketerau and Ahuriri at various points in time. Te Wai-o-Hingānga was an arterial route for those travelling between Te Whanganui-a-Orotū and the foothills of Maungaharuru.

Te Whanganui-ā-Orotū, Traditional Use and Environmental Change, customary usage report (1992):



*‘In 1850, Kapemaihe pā was occupied first and was located near the beach on the south side of the present day Esk River mouth, and Pētane pā was located on the northern side of the present day Esk River.*

*Prior to the 1931 Napier earthquake, the Esk River (known as Te Wai-o-Hingānga) flowed towards Te Whanganui-ā-Orotū (Ahuriri Estuary). Today, the Esk River flows south-east and exits at the entrance to the Esk valley at Tangitū (the sea). The Esk River is significant as a boundary and as a mahinga kai providing a wealth of kai including Kākahi (fresh water mussels), Tuna (eels), Inanga (whitebait), Kōura (fresh water crayfish), Kohitihiti (shrimps), Kahawai and Herrings. There are numerous sites of significance near The River including kāinga (villages), pā (fortified villages) and wāhi tapu (sacred sites). Kapemaihi a kāinga, and Nukurangi pā were located near the river mouth. Nearby is an urupā (burial ground) named Ararata – Mt Ararat. Further inland from Kapemaihi is the famous Heipipi pā. The important status of Esk River is recognised by the Hapū in their whaikōrero (formal speeches) on their marae and in waiata (songs).’*

#### Te Hukawai-o-Hingānga

The following is an extract from the Ahuriri Deed of Settlement: *‘Ahuriri Hapū refer to Esk River as Te Hukawai-o-Hingānga, which is so named because in early times the river was narrow and deep and with the faster flow of water it produced a froth (hukawai) which often gathered along the riverbank or was seen floating by. The waterway is also known by the name Wai-o-Hingānga. Rising in the Esk valley, the river runs southwards until veering eastwards where it flows around the base of the Heipipi hills.*

*Originally, the river flowed into the northern end of Te Whanganui-ā-Orotū. As a result of the 1931 earthquake, the river’s lower course was altered and today it flows out to the sea at a point just to the north of Le Quesne Road.*

*Traditionally, Ngāti Tū are associated with the Esk valley through which Te Hukawai-o-Hingānga runs. The area around the mouth of Te Hukawai-o-Hingānga was the focal point of settlement when Ngāti Matepū, Ngāi Te Ruruku and Ngāti Tū returned from Nukutaurua in the 1830s. Initially the hapū occupied Kapemaihi pā at the northern end of the Te Whanganui-ā-Orotū. By 1849, those occupying the pā had moved to Porairā (later named Pētane) just north of the present-day mouth of the river.*

*Living communally in the Pētane district brought close connections between Ngāi Te Ruruku, Ngāti Tū and Ngāti Matepū. The lower reaches of Te Hukawai-o-Hingānga formed part of the northeastern boundary of the 1851 Ahuriri purchase block’.*



### AHI KĀ ROA | THE LIVING PRESENCE

The importance of maintaining occupancy of, and connection with, whenua – as the puna (well-spring) of our identity, and recognition of the value and importance of those who ‘keep the homefires burning’.

Mana whenua acknowledge the Ahi Kā Roa Living Presence of Hukarere Girls’ College and its contribution to the ongoing development and cultural aspirations pertaining to Eskdale Park, alongside all of those people who dedicate time and effort to care for and maintain this space.

Hastings District Council is committed to working with mana whenua on the development of Eskdale Park in a way that is conducive to fostering Ahi Kā Roa and reinstatement of customary use and activity to the Park.

### TE WHAKATIPURANGA O TE TAI AO | HEALING OF THE ENVIRONMENT

The natural environment is protected, restored, and/or enhanced.

Mana whenua aspirations are for the reinstatement of indigenous flora to Eskdale Park that holistically supports improvement of water quality and aquatic life, establishment of bird corridors, and planting for customary harvest and customary use.

Hastings District Council is committed to working with mana whenua on the development of Eskdale Park in the spirit of WAI262 Flora and Fauna, with respect to Mātuaranga Māori and the reinstatement of indigenous flora and fauna and their associated taonga and mātauranga.

### MAHI TOI | CREATIVE EXPRESSION

Mana whenua narratives are captured and expressed creatively and appropriately.

Mana whenua aspirations are for the installation of cultural markers that delineate cultural spaces and areas of significance, with associated signage and interpretation of stories and mana whenua heritage.

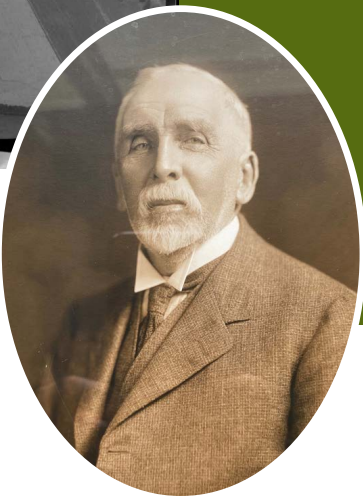
Hastings District Council is committed to working with mana whenua for the design and interpretation of pūrākau stories, whakapapa genealogy, and toi arts installed across Eskdale Park where appropriate for their respective interpretation.





Aerial photograph of Eskdale Park, April 1951

Whites Aviation Ltd Ref: WA-27440-F. Alexander Turnbull Library, Wellington, New Zealand



Thomas Clark, circa 1905

Clark Family Collection

## Te Hītori o te Papa History of the Park

Post-European history of Eskdale Park, prepared by Michael Fowler

### HEDGELEY STATION

On behalf of the Crown, Donald McLean purchased the estimated 265,000 acre (107,242ha) Ahuriri block from Māori in November 1851.

William Villers arrived in Napier in 1850. He settled on the Western Spit (Westshore) and established a trading post with the McKain family. In December 1854, William purchased 11,500 acres (4,654ha) of Donald McLean’s land as a Crown Grant on behalf of the Villers and McKain families and other relatives. The families transported their household effects up Te Wai-o-Hingānga | Esk River and then by bullock to the homestead sections. Around 500 sheep from Mataruahou Scinde Island were also taken to the property.

The Villers family’s land was on the southern side of the Petane hill while the McKains lived on the northern side.

The European name of Eskdale was first referred to by Douglas Mary McKain (then in Wellington) when she mentioned the birth of her grandson at Esk Dale, Ahuriri in 1857. There are three United Kingdom locations with the name Esk: the Esk Valley and Esk River south-west of Glasgow (where Douglas was born), the Esk River and Eskdale in the Lake District, and an Esk River south of Edinburgh.

In 1861, part of the Villers’ land was taken over by Messrs Richardson and Troutbeck to become part of their Petāne Station. The Carr brothers, Oswald and Edmund, took over 6000 acres (2,428ha) of the southern part of Richardson and Troutbeck’s land in 1865. The brothers named the property after their birthplace – Hedgeley in Northumberland, England. They were later joined by their cousin John, but he soon left for Australia.

Oswald Carr was killed in 1868 along with another settler, Davis Canning, while fighting in the Ruatikuri Engagement during the New Zealand Wars. His brother Edmund returned to England in 1869, and James Orr was employed to manage the farm.

William Smith purchased the property around 1875.

In January 1899, William sold Hedgeley to Thomas Clark of Rongotea, Manawātū. The 6000-acre property (2,428ha) went for £33,000 (2020: \$4 million). Apparently, while riding to Napier, Thomas saw the property and admired it.

Thomas added to the property between 1902 and 1905, including land purchased by his sons. Hedgeley now extended to Te Wai-o-Hingānga | Esk River, which was part of Block 8 of the Crown Grant.

Thomas sold around 36 acres in 1918 to Hawke’s Bay Children’s Home for a boys’ home (France House). The land adjoined the railway line and Te Wai-o-Hingānga | Esk River, and is now the site of Hukarere Girls’ College.

Thomas Clark announced in October 1915 that he would make a public gift of an area of around 10 acres for a Park, with the process completed in 1919.

Eskdale War Memorial Church, located on State Highway 5, was dedicated on 3 December 1920. The interdenominational church was built by Thomas Clark and his daughter Annie in memory of Annie’s husband, Lieutenant Percival Moore Beattie, who had been killed in action at Le Quesnoy on 4 November 1918. There are glimpses of the church from certain locations within the Park.

### IMPROVEMENTS TO ESKDALE PARK

A children’s playground was developed in 1950 with two large slides, six swings, and four climbing frames around the park.

The Eskdale Cricket Club was formed in the 1930s and played games at the Eskdale Domain. It went into recess after the 1938 flood and remained so during World War II. It was revived in 1949 and the club laid a concrete cricket pitch in November 1951.

Pumice blocks for seats were purchased and the pavilion floor concreted in October 1956 for the conveniences and changing rooms, built at a cost of \$3000 (\$159,000).

It appears the club went into recess again in the 1980s, as the last recorded AGM is dated 1985.

### ESKDALE PARK COMMITTEE

To care for Eskdale Park, the Hawke’s Bay County Council allowed the formation of a Park Committee, to which it delegated “day to day administration”.

Reference to the committee was made in 1951 when the Eskdale Cricket Club wanted the park committee to “erect a notice to warn people to enter the park at their own risk.” It appears this was in connection with picnic traffic encroaching on the cricket ground.

In 1972, the Park Committee reported to Council that “due to the large number of organised picnics using the Domain, consideration may have to be given in the near future to extending the grassed area”. The Council reported that the Park Committee “continues to maintain a high standard in the Domain”.

An attempt was made by the Park Committee in March 1974 to try and raise \$20,000 (\$237,000) to build a house for the caretaker. The only way they could get a loan was if the Council applied on their behalf but this was not a priority for Council. Despite enlisting the help of MP Richard Harrison, the committee’s plan was ultimately unsuccessful.

Vandalism at the park was common and in September 1974 one of the park’s toilets was smashed and large holes were made in a building housing a sewerage pump. The park caretaker had also recently found broken beer bottles littering the toilet blocks. This led to the park gates being shut at 7pm to stop vehicle entry.

The Park Committee in 1975 expressed reservations to the County about continuing to look after the Park but agreed to continue, with some financial support from the Council.

In 1977, the Council discussed developing the eastern part of the Domain by clearing poplar trees in the area.

On 6 March 1990 the Eskdale Park Committee wrote to Council advising that given the “lack of interest in running the Park, the community meeting agreed that handing the park



Freezing worker’s picnic at Eskdale Park, 1931

Collection of Hawke’s Bay Museums Trust, Ruawhoro Tā-ū-rangi, W329 (c) and (d) gifted by H J Williams



1953 newspaper advertisement

over to the Hastings District Council was in the best interests”. The request was to “place the total running of the park with the District Council”, with the following suggestions requested to be included in future management plans:

1. That Mr Arthur Blair be appointed as community liaison between Council and the valley community
2. That the Eskview Cricket Club be given free use of the cricket pitch and be asked to control social use of the cricket pitch
3. That all play equipment remains in the park
4. That monies raised from the felling of the small pine plantation be put back into the park by means of amenities
5. That the policy of locking the park gates at night be continued

This matter was reported to the 26 April 1990 Community and Recreation Committee meeting, and all recommendations were adopted with the exception of that relating to the pine plantation.



Te Hitori Whiwhinga  
Acquisition History

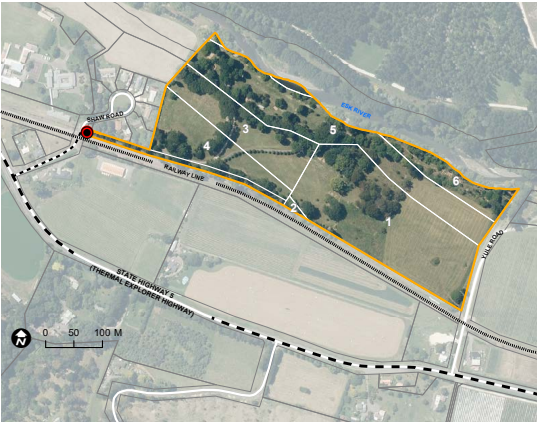
When the Eskdale Domain was established in 1921 it was 4.9584ha in size, made up of land gifted by Mr Thomas Clark in 1919.

The Domain was added to in 1922 (2.11ha: Crown Land), 1923 (1.68ha: Estate of Mr Thomas Clark) and lastly in 1972 (3.93ha: Yule and river accretion).

The Park was the subject of a compiled Survey Office Plan 6341 in August 1972. The purpose of this plan was to amalgamate all the individual land parcels making up the domain and include a number of parcels of accretion from the old bed of Te Wai-o-Hingānga | Esk River. This Survey Plan enlarged the Park to its current 12.5452ha.

A map and table included in Appendix 2 identify the acquisition history of the land parcels forming the boundaries of Eskdale Park today.

In recognition of his gift of land there is a memorial to the late Mr Thomas Clark at the entrance to the Park.



AREA	LEGAL DESCRIPTION	AQUISITION
1	Part Block 8 Eskdale Crown Grant	Gifted by Thomas Clark in 1919
2	Part Block 8 Eskdale Crown Grant	Gifted by Thomas Clark in 1919
3	Section 10 Block XI	Crown Land given as a Reserve
4	Block 8 Lot 2 DP 4189	Gifted by the Estate Thomas Clark in 1923
5	Part Lot 9 DP4301	River Bed Accretion acquired from B Yule and A Robinson
6	Block XI Puketapu Survey District SO 6236	River Bed Accretion

Extract from SO3958 (1918)

AREA 1 & 2: PARK BLOCK 8

The first parcels of land for Eskdale Park were received from Mr Thomas Clark in 1919. The land was included in the Crown Grant for Block 8 Eskdale Crown Grant District.

At the time Mr Clark was a Hawke’s Bay County Councillor and at the October 1915 Council meeting he said:

“The desirability of setting aside areas of land in the county for picnics and recreation has often been suggested by the Council. The Esk valley has become a favourite resort for summer holiday-makers, and I should be pleased if the Council would accept from me a gift of a block of land to be permanently set aside for a camping, picnic and recreation ground for the free use of the public. Now that the Railway Department has defined the position of the proposed Eskdale railway station, I thought that a site adjoining would be a convenient and suitable one for the purpose mentioned, commencing at chain peg 9.66 or thereabouts, and ending at the 10 mile peg, an area of about 10 acres. There would be a frontage to the railway and to the river. The gift to be unconditional, except that in the framing of the necessary by-laws by the Council regulating the use of the grounds by the public I should like to be consulted prior to their final adoption”.

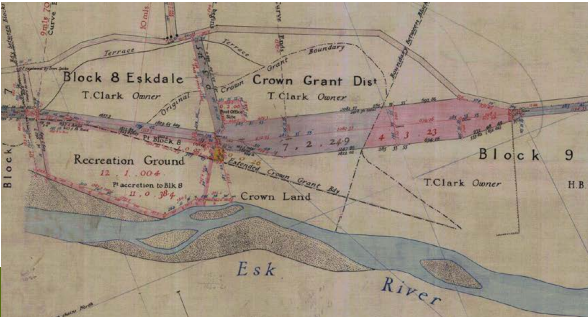
No gift deed has been found for Thomas’s land donation, or any record of his express wishes regarding the park. The Chairman of the County Council commented “the Council should be proud to have such a liberal member”.

A letter dated October 1918 from the Department of Lands and Survey office in Napier to the Under Secretary for Lands mentioned Thomas Clark’s gift being “in aggregate about 13 acres as a site for recreational purposes.” It is mentioned in the letter that the area was to be used for “recreational purposes”.

A New Zealand Gazette notice in April 1919 recorded that 1 acre and two perches of Block 8, Eskdale Crown Grant District together with 11 acres and 38.4 perches of accretion would be “taken for the purposes of a recreation ground”.

Therefore, the land was taken by proclamation under the Public Works Act for a recreation ground, rather than being conveyed directly to the Crown as a public domain. This meant the land had to be reclassified under the Public Reserves and Domains Act 1908 to be administered as a public domain rather than a recreation ground.

Therefore in 1920, the Public Works Department prepared a proclamation declaring that this land was given by Clark for a park. The land of 12 acres 1 rood and 0.4 perches was formally named in 1921 as Eskdale Domain to be managed, administered and dealt with as a public domain under the management of Hawke’s Bay County Council.



AREA 3: SECTION 10

The second parcel of land added to Eskdale Park was Section 10, Puketapu of 5 acres 0 roods and 35 perches (2.11ha), which was gazetted as Crown land to the Eskdale Domain in March 1922. This land was not part of Block 8 belonging to Thomas Clark and was in the ownership of the Crown as shown on the 1918 survey map.

The Department of Lands and Survey wrote to the Minister of Lands in November 1918 and mentioned that an adjoining area of 5.5 acres which belongs to the Crown could be included in the reserve:

“If the procedure outlined above is carried out, the land donated by Mr Clark and the adjoining Crown land will form a properly constituted public domain available for recreational purposes for all time”.

Section 10 was land-locked with no road access.

AREA 4: BLOCK 8 LOT 2 DP 4189

The third parcel of land to be added to the Park was Lot 2 DP 4189, comprising 4 acres, 0 roods and 25 perches (1.68ha), which was gifted by the Estate of Thomas Clark and others in 1923.

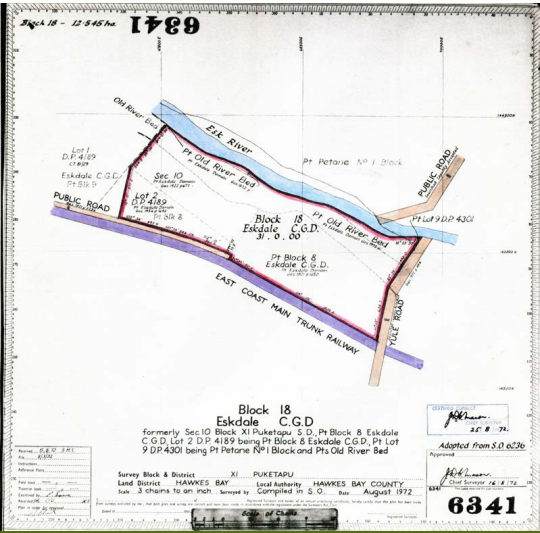
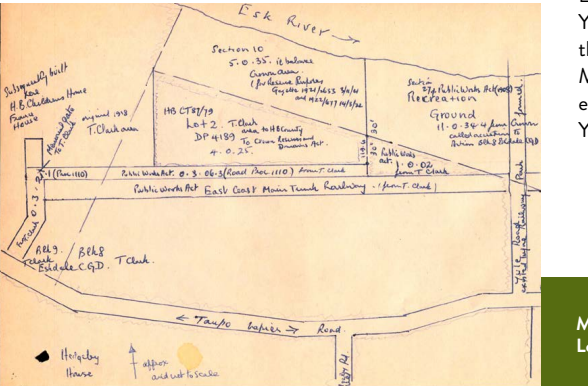
In January 1955 the Department of Lands wrote to the Commissioner of Crown Lands stating:

“If Lot 2 DP 4189 forms an integral part of the Domain, it would be advisable for it to be given the same status as the Domain and you are authorised to approach the County Council with a suggestion that it be transferred to the Crown under Section 44 of the Reserves and Domains Act 1953”.

A year later, in January 1956, the Commissioner of Crown Lands signalled to the Lands and Survey Department that it would approach the Hawke’s Bay County Council regarding including Lot 2 DP 4189 into the Eskdale Domain. This was done, and the Hawke’s Bay County Council replied that they had no objection but would approach the donors (Clark family) to advise them before any action was taken.

The Hawke’s Bay County Council advised that the trustees of the Clark Estate “are in agreement with the proposal that the area presented by the late Mr T Clark be added to the area already proclaimed a Domain.” It was decided by the Council to “install a plaque on the approach recording Mr Clark’s generosity.”

Lot 2 DP 4189 was added to the Eskdale Domain by N.Z Gazette, 1956, No.66, p.1698.



SO 6341 (1972) showing the now Block 18 of Eskdale Park

AREAS 5 & 6:

After the major flood of 1938, riverbed accretion led to a new course for Te Wai-o-Hingānga | Esk River, and the old riverbed area of 9 acres 35 perches (3.6421ha) was officially added to Eskdale Park in 1972. The land had been used as part of the park for over 30 years. This was gazetted on 9 November 1972.

The accretion claim shown as Area 5 was approved by the Chief Surveyor upon approval of SO 6236 in December 1971. The accretion land was then added to the Eskdale Domain by a notice in the New Zealand Gazette. The accretion area was the old bed of Te Wai-o-Hingānga | Esk River which had never been in private ownership.

The land shown as Area 6 was defined by survey in August 1972 by SO 6341. These areas are shown as 0-0-17, 0-0-04, 0-0-34 and 1-1-20 on SO 6341. These land parcels were originally part of the property of Brian Yule and Arthur Robinson, contained in title HB181/22. The Yule and Robinson property was physically defined by DP 4301 which was a reconstituted plan, with the original having been lost in a fire following the Hawke’s Bay Earthquake.

The plan was not reconstituted until 1971. The alignment of the Esk River had moved between the original undated survey of the Yule/Robinson property and April 1971, when SO 6236 defined the river by survey. This land was exchanged by Mr Yule and Mr Robinson with the Crown for use as a recreation ground, in exchange for the Crown surveying and declaring an extension of Yule Road to be legal road.

Map drawn by R Clark, a grandson, in 1971 showing Lot 2 DP 4189 given by Estate of Thomas Clark



## Ngā Take me Ngā Āheinga Issues and Opportunities

A number of considerations and opportunities have been taken into account in the preparation of this Management Plan. These have been identified within the specialist reports that have been prepared, together with feedback from users and stakeholder groups.

### ENHANCEMENT OF BIODIVERSITY VALUES

The Park is located in a land environment where very little (less than 10%) indigenous vegetation is left. In such land environment, protecting any remnant indigenous vegetation, from mānuka shrubland to indigenous forest is a priority.

The original ecosystems of the Park and its surrounding area were kahikatea, tōtara and mataī dominant alluvial forests with various shrub, liana and herbaceous species underneath. This ecosystem was once extensive in flood plains formed by Te Wai-o-Hingānga | Esk River, which would have cast dark shade over the river, keeping the aquatic environment stable and optimal for aquatic organisms.

Some of the closest indigenous vegetation (regenerating kānuka scrub) to the Park is approximately 5km (linear distance) away, and closest indigenous forest remnant (White Pine Bush Scenic Reserve) is 11km from the Park. While some of the native birds may be able to traverse the landscape, lack of indigenous vegetation means lack of habitat and food sources in general. For example, kererū (*Hemiphanga novaeseelandiae*) prefer to stay close to their core habitat (such as tawa forest) and only occasionally do long-distance travel. Limited bird dispersal also means limited seed dispersal from remnants to the wider landscape.

Loss of indigenous forest results in a loss of a range of ecosystem services that such forest provides, such as climate regulation, soil conservation and clean air production.

With the climate change impacts inevitably hitting the region by way of drought and extreme weathers, protecting and restoring forest ecosystems and their services is crucial. In response to the biodiversity loss in the region, a Hawke’s Bay Biodiversity Strategy and Action Plan has been developed by government agencies (including Hastings District Council), mana whenua, community groups, industries, and landowners. These documents set out priority actions to halt the further decline of biodiversity in the region.

The aspirations of the Te Hukawai-o-Hingānga (Esk) River Care Group is to restore the biodiversity of the land and water of the catchment by planting indigenous plants along the river, and ultimately for the people who would be able to enjoy the thriving biodiversity. Their focal planting site is directly upstream of the



Park area, and their planting programme extends from there up to the Waipunga Road Bridge.

Given these initiatives, there is an opportunity for the Park to be part of this regional collaboration to halt the biodiversity decline and contribute to the restoration of a forest in the landscape. The restoration of indigenous vegetation could form part of a network of ecological corridors/stepping stones for native flora and fauna, and where people come to feel good and nurtured by nature, and learn about nature and its value.

### TREE MANAGEMENT

Park users frequently describe the mature trees as being among their favourite features of the park, particularly for their beauty, established nature and size, and the shade they provide.

The majority of the canopy coverage of the park is exotic, particularly poplar, with one cultivar providing the majority of the canopy coverage. The majority of these trees are either mature or fully mature specimens, with their structure showing emerging mechanical weaknesses.

There is an opportunity to enhance the management and recognition of the large number of mature trees within the Park, as well as providing for succession planning.

An Arboricultural Report prepared by Paper Street Tree Company in 2021 identifies management improvements and recommendations for the tree assets, which will be progressively implemented.

A proactive replacement and removal of trees that are becoming hazardous is recommended. Those recommended for removal over a staged period of time include the relatively short-lived failure-prone cultivar of poplar; or those that have compromised structures.

Continuation of the use of exotic trees must be balanced against the desire to increase indigenous biodiversity of the Park. Members of the community have historic connections with the poplar trees, particularly those around the cricket oval. It is therefore recommended to remove these poplars in conjunction with successive planting of large, long-lived exotic specimen trees such as Pin Oak or London Plane.

### FLOODING

The valley floor, fans and flood plain of the river valley are subject to periodic inundation and fast rising flood waters during intense rainfall events. When this occurs flooding of neighbouring properties and land can also occur.

Hastings District Council’s District Plan requires any permanent buildings, structures (excluding bridge structures) and habitable buildings within the River Hazard Overlay in the Herepoho Esk Valley to obtain consent as a Non-Complying activity, to ensure consideration is given to this natural hazard during the design of such structures.

### LANDSCAPE AND OPEN SPACE VISTAS

The aesthetic qualities of the Park are not only visual, but relate to a range of user experiences such as ‘contact with nature’ and the quiet, tranquil ambience found within this space. The landscape has historic and community significance, enjoyed by the community for recreational and amenity values. Historically it is held in the memories of many, as a significant place of inter-generational social and family gatherings.

Park users enjoy the beauty and natural aspects of the Park, and the escape it provides from busy and crowded urban spaces. Commonly mentioned aspects are the scenery, lack of structures, and the rural country feel of the Park. The size of the Park also allows users to find their own uncrowded space, where children can run and play games. This gives park users a sense of tranquillity and freedom that is unique in its simplicity and informal nature.

The Park is characterised by its large open green vista, views through the Park, and large mature trees. This rural character has been identified as a fundamental characteristic to retain, enhance and protect from ‘urban-style’ development; together with the opportunity to showcase the beauty of the Park to encourage more people to visit and appreciate it.

There is a glimpse of the Eskdale Church, looking southwest through the eastern grazing land, that is a significant vista that should be retained and enhanced.

“The mostly untouched environment where my kids use imagination. Make fairy houses under the trees, play in the earth piles, and hide behind trees”

2021 Community Consultation Response

### CLIMATE CHANGE

Climate change predictions for the region are for temperature increases and extended periods of prolonged dry weather with decreases in rainfall and increases in winds and fire. This will have an impact on tree growth, plant establishment and how trees react to environmental stress. These effects are likely to be more severe for species which are currently at the extent of their climatic zone. It is important to recognise the impact of climate change and improve the capacity, resilience and adaptability of the Park to mitigate these impacts.

### MANA WHENUA HERITAGE AND TE ARANGA DESIGN PHILOSOPHY

Te Aranga Design Philosophy is a mana whenua-led, cultural values and principles co-design process that enables strong cultural design outcomes. Te Aranga provides a framework in which to express mana whenua aspirations and identify opportunities for cultural reinstatement.

Mana whenua heritage holistically includes the natural environment, physical and metaphysical realms, and maintenance of whakapapa genealogy, carried through generations with a strong tradition of oral history. Te Aranga design approaches underpin the relationship between Hastings District Council and mana whenua for this plan.

The entrance to the Park will benefit from clear welcome and naming signage, and the inclusion of the Te Aranga design principle of Mahi Toi Creative Expression for the installation of cultural markers and gateways.

### RECOGNITION OF HISTORIC ASSOCIATIONS

The Park has a rich history. The gifting of the original land parcel from Thomas Clark should be acknowledged and stories of the past shared with the community.



INTRINSIC VALUE

The Park has an intrinsic value that goes beyond its physical features and characteristics, and how people use it and how often they use it. Knowing that the Park is there, that it is in public ownership and protected in perpetuity for future generations is a significant part of the value it has to members of the local and wider community.

FAMILY

The Park is considered an important place for families to visit together for activities, such as picnics and cricket, and to mark special occasions such as Christmas Day and Boxing Day. Many park users have their own tradition of visiting on these occasions and value the Park for the close personal ties to family memories that often span multiple generations. Park users have described the experience of their families changing while the Park remains the same.

COMMUNITY PARTNERSHIPS

The community is highly active in the area with a high degree of interest in the Park and its current and future management. Local community members are active users of the Park and have a strong sense of identity attributed to the Park.

There is substantial opportunity to build on existing community involvement in the restoration of the Park; particularly through partnerships with the Te Hukawai-o-Hingānga (Esk) River Care Group, Hukarere Girls’ College, Eskdale School and other community interest groups. There is also the potential to work with Pan Pac which owns land across the river to explore opportunities for public access for enhanced recreation opportunities.



RIVER ACCESS

The Park provides convenient and direct public access to the Te Wai-o-Hingānga | Esk River for swimming and fishing. The river is viewed as a safe and peaceful place for people of all ages to swim, play and enjoy nature.

Current access to Te Wai-o-Hingānga | Esk River from the Park is via a series of informal ‘desire line’ tracks down relatively steep slopes that have been informally established depending on the location of the best swimming holes. Access is available at these locations along the full length of the riparian strip adjacent to the Park, extending from Shaw Road to Yule Road.

The opportunity to improve the river access with more formal structures has been investigated, however given the natural and changeable environment this would likely have limited success. Rather, the enhancement of water quality through increased riparian planting is likely to have greater long-term benefits to future generations to ensure continued river use and access.

SURVEILLANCE AND SIGHTLINES

Passive surveillance of the Park from permanent residents is limited, with views intermittent with private fencing and vegetation obscuring some views.

Views to the Esk River margin are limited by exotic species, with informal ‘goat’ tracks to the water’s edge where possible.

The avenue of Acacia trees along the sealed road corridor visually divides views across the two open lawn areas of the Park, and views to the river corridor are obscured by the natural ground level forming a ridge between the open lawn areas and the river margin.

The toilet blocks have obscured entrances, in particular the eastern facility which opens toward the river corridor, away from the active playground area of the reserve. The central toilet block is atop of the river margin ridgeline and opens out to the southern open spaces of the Park, with limited views of the access.



PATHWAYS AND ACCESSIBILITY

Some members of the community spoke of the desire to ‘leave the park as it is’, to retain its peacefulness and tranquillity that is particularly enjoyed by immediate locals who feel a sense of ownership and protection of the space. However, in many cases, such tranquillity is obtained due to the park being inaccessible to the wider community, particularly those with mobility difficulties or young children.

Routes into the Park are primarily via one vehicle entrance, however access can also be gained along the Esk River esplanade reserve area that adjoins the eastern and western ends of the Park.

Formed access, both vehicular and pedestrian, is not provided to the two toilet blocks within the Park. Accessibility to these is limited to able-bodied users only, with no all-weather surface access from hard surface paths in the Park.

The provision of a network of pathways around the perimeter of the park for exercising, together with a new accessible toilet closely linked with vehicle access will encourage further use by the wider community. In addition safety surfacing within playground areas can be provided that will ensure features are accessible by children of all ages and abilities.

‘We are neighbours to the park and have little kids. Something for older kids would be great too. A bike trail around the park would mean kids can ride their bikes without having to do it on the road. We love the park, but it is not attractive for us to visit often’.

Community consultation 2021.

Wayfinding within the Park is limited with no directional signage or clear indication of distances, facilities, names or directions to attractions within the Park.

PLAYGROUND

Play facilities are scattered along the riverside ridgeline through the Park, with positions sited near to the two toilet blocks. Signage around these areas is not clearly visible.

There are six different play stations throughout the Park. While the ability to drive to these areas was identified by some as a positive aspect of the Park, a number of safety issues were also identified. Some of the existing equipment also requires replacement due to its age and condition.

The provision of a new upgraded playground in the Park has the opportunity to provide an enhanced rural play experience for children who have limited access to nature and wilderness. A new playground should be designed to fit into the surroundings, connect children with the environment, complement the rural character and provide a hub for parents and caregivers to interact.

There is the opportunity to involve the community and local school in the design of a new playground that responds to the character of the area; incorporates natural materials into the space, and provides natural and challenging play spaces that are unique to this Park, creating a point of difference to attract families to visit and enjoy nature.

Furniture throughout the Park is mixed, with variable styles of tables, rubbish bins, and surface materials.

DOG WALKING

There is a designated dog-off lead area in Eskdale Park identified in the bylaws, comprising the area along the riverbank and perimeter of the Park, and the large grassed area to the south of the entrance road. The rest of the Park is identified as ‘dogs prohibited’ due to the presence of the cricket pitch and children’s play areas.

A number of park users expressed confusion over the location of the different areas; concern of dogs within and near children’s playground areas; and dogs off lead that are not under control.

There is an opportunity within this Plan to clearly delineate areas where dogs are required to be on lead that are practical and identifiable.





PARK ENTRANCE/VEHICLE ACCESS

The public entrance to the Park (vehicular and pedestrian) is via a gated access from Shaw Road. The gates are locked in the evening with the 24hr exit gate allowing vehicles still in the Park at closing time to depart. While functional, it does not create a welcoming gateway into the Park. Pedestrian access and exit is available at all times.

The entry driveway is narrow and unattractive and has minimal signage marking the entry point. The accessway is shared with secondary access gates to private property along the access road into the Park.

Within the Park, vehicle movement is unlimited.

There are no formal or designated parking areas in the Park. While this enables a variety of formal and informal uses, at the same time conflicts can arise between vehicle movements and play and dog walking areas, particularly during high use periods. In addition the grass is often damaged by use during bad weather or inappropriate vehicle use.

Community engagement has highlighted this as both a positive and negative factor. Some users enjoy the informality of access and the ability to park in any area of the Park. However, the unrestricted access has also occasionally enabled undesirable behaviour, with cars destroying turf surfaces including the cricket ground.

There is the opportunity to delineate the playground and cricket oval with natural barriers to restrict vehicle access and clearly delineate dog exercise areas. The remaining area of the park will be able to be accessed by vehicles, to enable the continued ability to access picnic spots under the trees and the river.

“We would like the continuation of free access, the ability to drive to an area near the river, or under the shade of the trees, to gather in a group or just be on your own to enjoy the peaceful country park atmosphere”.

Descendants of Thomas Clark

STATE HIGHWAY 5 AND RAIL CORRIDOR

The Palmerston North-Gisborne railway line runs through the area, crossing both Shaw Road and Yule Road at level crossings, while both entrances to the park are accessed via State Highway 5. KiwiRail is responsible for ensuring safety in relation to the rail network, while Waka Kotahi is responsible for safety issues related to the state highways.

Any development or changes to the Park that will increase movements over the level crossing must be able to safely occur. Typically, KiwiRail requires a Level Crossing Safety Impact Assessment to assess changes in use and thereby identify what, if any, works are required to ensure the level crossing can safely accommodate anticipated movements over it (vehicle, pedestrian and cyclist).

State Highway 5 is the primary corridor through the area, providing inter-regional connection between Taupo and Hawke’s Bay. The posted speed limit on this part of State Highway 5 is 100km/hour (as at 2022).

The publicly accessible western part of the Park is accessed via Shaw Road from its intersection with State Highway 5. Shaw Road also provides access to Hukarere Girls College, a commercial brewery and café and a number of residential houses.

The eastern part of the Park that is leased for grazing is accessed via Yule Road from its intersection with State Highway 5. Yule Road also provides access to residential properties and the Eskdale Holiday Park.

Shaw Road meets State Highway 5 at a stop-controlled T-intersection, which has a right turn bay to assist traffic turning into Shaw Road. The Yule Road intersection is also stop-controlled but does not have any auxiliary turning lanes.

The safety of vehicles accessing the Park off the State Highway was raised during consultation, particularly with regard to any increase in vehicle numbers, or provision of public access to the Park via the Yule Road boundary.

Any improvement of facilities or provision of additional recreation use within the Park has the potential to have an impact on both of the Yule and Shaw Road accesses and therefore on State Highway 5.

A Traffic Impact Assessment has assessed the operational performance of both Shaw Road and Yule Road with regards to potential increase in traffic generated by any future park improvement works. The assessment has indicated that while both intersections could separately absorb expected additional traffic, there are identified deficiencies with the available safe intersection sight distances at both intersections, and Yule Road would require a right turn bay. Based on the level of assessment, Waka Kotahi has no objection in principal to intensification of either intersection on the basis that identified sight line deficiencies can be resolved and the recommended right turn bay can be achieved.

The Plan will therefore require consultation with and approval from Waka Kotahi for any activity or development on the Park that will likely result in an increase in vehicle traffic in order to confirm the feasibility of achieving the above requirements.

FOOTBRIDGE

Eskdale Park has been identified by the Hawke’s Bay Mountain Bike Club (HBMBBC) as an optimal location to provide direct access via a footbridge across the Esk River to the new mountain bike trails that are being constructed on private land owned by Pan Pac opposite the Park.

This public expression of interest by HBMBBC is the principal driver for the preparation of this Management Plan, and was therefore specifically addressed during consultation, despite no formal application being received.

The construction of a footbridge would require:

- Consultation and approval from Maungaharuru-Tangitū Trust and Mana Ahuriri Trust.
- Resource Consent from Hawke’s Bay Regional Council for construction of a structure over the bed of a river, which would assess the effect of a footbridge on the bed and banks of the river. The Regional Council would need to be satisfied that the footbridge would not significantly impede the flow of flood water or adversely affect hydrological processes; and also assess any effects on neighbouring properties, erosion, aquatic animals and amenity values.
- Building Consent from Hastings District Council, which would consider the structural integrity of the footbridge.
- Consultation with and approval by Waka Kotahi and KiwiRail to address safety considerations of additional users accessing the Park off the State Highway and over the level rail crossing.

In addition to the above, permission would be required from Hastings District Council to locate the abutments of the footbridge on the Park. This would require a lease agreement with Council to occupy the relevant parts of the Park and potentially an easement or right of way to allow access.

Matters for consideration as part of an application for concession would relate to the effect of the construction of the footbridge abutments on the Park; including earthworks, vegetation removal and potential for archaeological remains to be uncovered; the visual impact of the footbridge; and its impact on the use of the Park, both by the physical presence of the structure, and increase in use of the park by different recreational users, visiting not to enjoy the park itself, but as an access point to recreation facilities on adjoining land.

Safety considerations of additional users accessing the Park off the State Highway are an important consideration, and the Management Plan indicates that consultation with and approval by Waka Kotahi, as well as Kiwi Rail would be required.

Benefits to the proposal would also be considered. In addition to the proposal facilitating access for members of the HBMBBC to recreation facilities on adjoining land; the proposal has the potential to enable wider public access to the other side of the river, providing this can be agreed by the landowner and appropriately secured.

The consultation during the preparation of the Reserve Management Plan noted strong and conflicting views both in support of and opposition to the proposal, between both members of the community local to the park, and between cycling and non-cycling advocates. A higher level of comfort was expressed provided any infrastructure did not detract from the Park’s atmosphere or amenities, or use was made of the area of the park currently leased for grazing.

Given the above, it is appropriate that the Management Plan provide direction as to what may be considered acceptable. While not predetermining the outcome of any consideration and public consultation, this will provide guidance to both the HBMBBC to pursue formal applications if they wish to, and the community as to the scope and location of the activity that may be considered within the Park.

The Concept Plan therefore identifies an area within the Park where such an activity may be considered acceptable, subject to the legislative and consultative requirements being met.

The proposed area is located within the land currently leased for grazing to ensure there is no impact on the current recreation use of the Park, or on the open space character.

The Management Plan is also explicit that the any footbridge located on the Park would have to be available for public use, with public access being available to the privately-owned Pan Pac land along the riparian margin of the Esk River. This would ensure that the footbridge would provide wider community benefit, rather than just to members of a particular club. Pan Pac has identified their willingness to consider facilitating this public access by the provision of associated pathways, river access and riparian planting. Further details would need to be provided in any application, including how public access would be managed with Pan Pac.

Council will follow the legislative requirements of the Reserves Act 1977 to assess and publicly notify any application for the use of the Park by any group or organisation, including any additional requirements identified in this Management Plan.





WĀHANGA TUARUA

PART 2

Te Ahunga ā-Rautaki

STRATEGIC DIRECTION

The strategic direction for Hastings District Council Parks and Reserves is identified in the Asset Management Plan and stems from aspirations for safe, healthy, liveable communities through the provision of a range of places for recreation and interaction. The focus of Council's Parks team is to provide public open space for the preservation and management of areas for the benefit and enjoyment of the public. This not only addresses safe, healthy and liveable communities now, but contributes to sustaining and improving the District's environmental quality, landscape character, cultural values and heritage for future generations to enjoy.

The strategic direction and vision specific to Eskdale Park has been developed through comprehensive consultation with the local community, users and stakeholders.

This resulting plan balances community aspirations for the future of the Park, while maintaining those aspects that make it unique and functional.

It includes an overall vision for the future of Eskdale Park and a series of overarching strategic goals and objectives that will guide and inform the overall management and development of the Park and key actions to deliver on these.

The decision on whether the actions will be implemented will depend on funding and ongoing community will, with improvements progressively implemented over the next 10 years.

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ESKDALE PARK RESERVE MANAGEMENT PLAN | JULY 2022

PART 2: STRATEGIC DIRECTION

PART 2: STRATEGIC DIRECTION

JULY 2022 | ESKDALE PARK RESERVE MANAGEMENT PLAN

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Ngā Mātāpono Whakahaere o te Papa  
Reserve Management Principles

The management of the Park is guided by four principles aligned with the Te Aranga Design Philosophy. These four principles are translated into four policy areas alongside a fifth area related to Kāwanatanga Management and Partnerships.

TE ARANGA GUIDING PRINCIPLES FOR MANA WHENUA	TE ARANGA GUIDING PRINCIPLES FOR RESERVE MANAGEMENT PLANS
Mana Rangatiratanga - Chieftainship	Kāwanatanga - Management and Partnerships
Whakapapa me ōna Pūrākau - Names and Associations	
Te Whakatipuranga o Te Taiao - Healing of the Environment	Te Whakatipuranga o Te Taiao - Healing of the Environment
Ahi Kā Roa - The Living Presence	Ahi Kā Roa - The Living Presence
Mahi Toi - Creative Expression	Manaakitanga - Sharing Our Experience
Pōtikitanga - Cultural Innovation	Whai Oranga - Promoting Healthy Activity

Te Whakatipuranga o Te Taiao  
Healing of the Environment

Te Whakatipuranga o Te Taiao | Healing of the Environment is a principle that is a call to action, to give back to the environment and continue to develop the park in ways that contribute to positive partnerships for the protection, enhancement and reinstatement of indigenous flora and fauna across Heretaunga Hastings District.

This principle guides Hastings District Council’s Reserve Management Plans in their inclusion of Mātauranga Māori, as expressed by mana whenua, as a significant contributor to the appropriate reinstatement of taonga species.

Ahi Kā Roa  
The Living Presence

Ahi Kā Roa | The Living Presence recognises that all parks and reserves have a unique shared mana whenua and community heritage. The natural features and location of each park attract various individuals, families, and groups of people who maintain strong connections with their local park.

Ahi Kā Roa | The Living Presence encourages and enables community participation and contribution to the parks, specifically ensuring that Eskdale Park is managed in a way that reflects its purpose and values. This principle also holds the aspiration that mana whenua may foster a sense of Ahi Kā through partnership and participation in the ongoing protection, enhancement, and reinstatement of indigenous flora and fauna.

Manaakitanga  
Sharing our Experience

Manaakitanga | Sharing our Experiences is a principle to guide the accessibility and enrichment of the visitor experience for people of all ages and abilities. This principle acknowledges the role of parks as places of holistic wellbeing and areas for enjoyment, relaxation, physical activity, education and environmental action. Each park has its own unique experience and this principle is critical to augmenting and enriching the experience for residents and visitors to the District.

Whai Oranga  
Promoting Healthy Activity

Whai Oranga / Promoting Healthy Activity encourages the provisions of passive and active opportunities for engaging in healthy activity. For some people healthy activity could be in the ethereal merits of flora to support mental and spiritual wellbeing, for some it may be physical activity for bodily wellbeing. Whether the activity is found in the design of playgrounds, sensory gardens, pathways, or outdoor fitness equipment, Whai Oranga Promoting Healthy Activity ensures that wellbeing is core to park management.





# Ngā Whāinga me Ngā Paetae o te Rautaki

## Goals and Key Actions

### Te Whakatipuranga o Te Taiao

#### Healing of the Environment

##### GOAL

There are fully functioning ecosystems within the Park where indigenous flora and fauna are prioritised, soil is conserved and Te Waio-Hingānga | Esk River benefits from thriving biodiversity on land.

##### KEY OBJECTIVES:

- Reinststate indigenous flora and fauna to Eskdale Park that holistically supports improvement of water quality and aquatic life, establishes bird corridors, and provides plants for customary harvest and use.
- Enable partnership and involvement of mana whenua and the inclusion of Mātauranga Māori for the reinstatement of indigenous flora and fauna.
- Improve the ecological condition of riparian zone to enhance and support water quality and flood protection.

##### KEY ACTIONS:

- Establish an indigenous forest patch within the 4.7ha area that is currently planted with eucalyptus woodland and pasture.
- Establish an indigenous riparian shrubland/forest along Te Wai-o-Hingānga | Esk River that is contiguous with the Te Hukawai-o-Hingānga (Esk) River Care Group planting area, while retaining open connected views along the margin.

### Ahi Kā Roa

#### The Living Presence

##### GOAL

The Park reflects and celebrates the layers of heritage of the whenua and its use over time.

##### KEY OBJECTIVES:

- Acknowledge the Ahi Kā Roa | Living Presence of Hukarere Girls' College and its contribution to the ongoing development and cultural aspirations pertaining to Eskdale Park, alongside those who dedicate time and effort to care and maintain this space.
- The Park is managed and developed with mana whenua, stakeholders and the community to reflect the desires of our ancestors, while meeting the needs of current and future generations.
- Enable Mahi Toi | Creative Expression of mana whenua narratives through cultural markers and gateways.
- Park users are connected to the Park through its history and stories.
- Mana whenua are connected to their ancestral river Te Wai-o-Hingānga, Te Hukawai-o-Hingānga and have cultural context to their living presence.
- Be effective kaitiaki stewards to ensure the Park is managed and developed to reflect the desires of our ancestors, while meeting the needs of current and future generations.
- Manage the Park in a manner that reflects its purpose, values and community needs and aspirations.
- Recognise and protect the landscape, open space values and natural heritage character of the Park.

##### KEY ACTIONS:

- Work with mana whenua on the development of the Park in a way that is conducive to fostering Ahi Kā Roa and reinstatement of customary use and activity to the Park.
- Work with mana whenua and the community for the design and interpretation of pūrākau stories, whakapapa genealogy, and toi arts installed across the Park where appropriate for their respective interpretation.
- Work collaboratively with mana whenua, stakeholders and the community to achieve the vision for the Park and aspirations of the Plan.
- Enable the continued guardianship of the leased block for private use until either the restoration of the land to an indigenous forest block commences and/or a determination on public use of this land is made.

### Manaakitanga

#### Sharing our experience

##### GOAL

The Park is a safe and tranquil sanctuary, providing a rural environment for relaxation, physical activity, education and environmental action in a natural and largely undeveloped setting to enrich the experience of users

##### KEY OBJECTIVES

- Retain the open space vistas and rural character of the Park to optimise the benefits of public enjoyment and recreation in an open setting.
- Enhance, promote and facilitate recreational use of the Park for passive recreation in a way that maintains the unique values of the Park.

##### KEY ACTIONS:

- Introduce Management Zones characterised by their landscape features, existing facilities and use and deemed acceptable future use.
- Retain the freedom of users to access the Park without restriction, while delineating the new playground and cricket oval with natural barriers to restrict vehicle access and clearly delineate dog exercise areas.
- Replace the two toilet blocks with a fully accessible toilet block consolidated to a central location, close to the formed access for mobility impaired users.
- Upgrade and consolidate park furniture to comprise a rural character, positioned in high use areas under trees, open areas, accessible by pathways, or where views can be obtained of features such as the river or Eskdale Church.
- Facilitate opportunities for larger group gatherings with large rustic picnic tables.
- Crown lift and remove trees where required for safety or to open views across the Park.
- Upgrade the main entrance to the Park to provide a high quality well signposted entrance along the entire route. Consolidate signage into a singular sign and provide clear information on park closure and uses, and consider replacing the control gate and providing CCTV.
- Improve movement through the reserve by formalising sealed surfaces for vehicle movement areas.

### Whai Oranga

#### Promoting healthy activity

##### GOAL

The Park is accessible and welcoming, with a range of facilities to meet the passive and active recreation needs of people of all ages, abilities and interests, set within a unique natural environment.

##### KEY OBJECTIVE:

- Promote healthy lifestyles by the provision of enhanced and additional facilities and opportunities for outdoor activity and exercise for people of all ages and abilities

##### KEY ACTIONS:

- Encourage increased park use and accessibility by providing educational trails and natural surface pathways for recreational walking and cycling and 'learn to cycle' opportunities for young children in a safe environment. Provide fitness stations, markers and wayfinding along the pathways with clear distances.
- Upgrade and consolidate play facilities in a single area to improve legibility of activity mix and user safety; designed to complement the rural environment.
- Use strategically placed natural and functional barriers to inhibit vehicle movement onto the cricket oval and within the playground; and clearly delineate dog exercise areas.
- Consider applications that provide opportunities for enhanced and additional recreational opportunities where the impact on the Park or park users can be avoided or mitigated.



Te Tuku Matawihānui  
Delivering the Vision – Management Zones

Management Zones characterised by their landscape features, existing facilities and use, and deemed acceptable future use. Pathways will provide safe and accessible circulation within and around these different zones.

Four zones are introduced, each characterised by their landscape features, existing facilities and use, and deemed acceptable future use. Pathways will provide safe and accessible circulation within and around these different zones.



**Passive Recreation Zone**

Emphasis is on open space and passive recreation, including:

- Maintained Open Space
- Exotic Specimen Trees
- Relocation of Play Areas
- Vehicle Permitted Area
- Dog Exercise Area
- Accessible Shared Pathways
- Picnic Areas and Park Furniture
- Community Events/Markets

**Ecological Enhancement Zone**  
**Riparian Enhancement Zone**

Emphasis is on indigenous and riparian restoration, including:

- River Access
- Riparian Margin Restoration
- Publicly Accessible
- Indigenous Forest
- Partnerships with adjoining landowner restoration projects and public access
- Accessible Shared Pathways
- Minimal Structures
- Dog Exercise Area
- Restoration and Education

**Active Recreation Zone A & B**

Emphasis is on safe play for all ages and abilities, with well-designed facilities to support family and group recreation, including:

- Cricket Oval
- Bespoke Children's Playground
- Structures, (Toilet, Shelter, Community Barbecue)
- Vehicle Restricted Area
- Dog Prohibited Area

**Active Recreation Zone C**

Emphasis is on provision of facilities to facilitate access to indigenous forest and adjoining land including:

- Informal Carpark
- Vehicle Permitted Area
- Structures
- Community Events

**PLAN KEY**

- Dog Exercise Area
- Dog Prohibited Area

- Existing shared pathway
- Existing vehicle access
- Proposed shared pathway

**MANAGEMENT AREA**

- Active Recreation Zone A
- Active Recreation Zone B
- Active Recreation Zone C
- Passive Recreation Zone
- Ecological Enhancement Zone
- Riparian Enhancement Zone

SCALE | 1:2000 @ A3







1.0 WHAI ORANGA | PROMOTING HEALTHY ACTIVITY

1.1 TE WHAKAMAHI PAPA RĒHIA | PARK USE

Eskdale Park is provided and maintained for use by the community for informal and formal recreational activities. Most activities undertaken by individuals and groups on a non-commercial basis have a low impact on the Park and other visitors. Permission is not required from Council to undertake these activities on the Park, which can include dog walking and running, barbecuing, picnicking, filming for personal use, and vehicle access in designated areas.

Any individual, group or organisation wishing to occupy or use part of the Park for more formal activities or use is required to obtain permission from Council. The process to follow is identified in Section 5.2: Concessions.

Eskdale Park is classified as a Recreation Reserve pursuant to the Reserves Act 1977, and this legislation identifies, in broad terms, how Council should manage the Park and how it should be used.

Section 17(1) of the Act states that reserves classified as Recreation Reserve are held for the purpose of ‘providing areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside, with emphasis on the retention of open spaces and on outdoor recreational activities, including recreational tracks in the countryside’.

Eskdale Park is classified as a Community Reserve in the Operative Hastings District Plan which means that it provides for informal leisure and social opportunities and may provide general amenities (green space, picnic areas, playgrounds, skate parks, walkways, and cycle paths and community buildings).

Objectives

- 1.1.1 To provide for recreation and use of the Park in a way that is compatible with its classified purpose of Recreation Reserve under the Reserves Act 1977 and does not compromise park values.
- 1.1.2 To maximise sustainable public use and enjoyment of the land and facilities at the Park for recreation, play and contemplation, while maintaining and improving its landscape and biodiversity values.
- 1.1.3 To provide a safe and welcoming environment to enable visitors of all ages and abilities to enjoy the natural environment.

Policies

- 1.1.4 Ensure the continued provision of a range of recreational activities within the Park, while protecting the natural environment.
- 1.1.5 Support the provision of new recreation activities and uses that are compatible with the Park’s classified purpose under the Reserves Act 1977 and Hastings District Plan.

1.2 TE HĀKINAKINA ŌKAWA | ORGANISED SPORT

The Park contains a cricket oval with a synthetic wicket that is used informally by members of the community and for social cricket matches. The Park is not currently used for any other form of organised sport.

Objective

- 1.2.1 To provide and maintain the cricket pitch and field to an appropriate standard that allows the optimal use of the facility by use for the community.

Policy

- 1.2.2 Allow for the use of the cricket pitch for informal community cricket games.



1.0 WHAI ORANGA | PROMOTING HEALTHY ACTIVITY

1.3 NGĀ KURĪ | DOGS

Eskdale Park is a desirable area for dog exercise due to its large expansive grass area, proximity to Te Wai-o-Hingānga | Esk River and location away from busy roads.

Dogs are not permitted on the cricket oval or children’s play areas. The remaining part of the Park (the grass area to the south of the entrance road) is a permitted dog exercise area.

Feedback from public consultation has expressed confusion over the location and boundary of the areas as well as concern about park users not following the rules, particularly the areas where dogs are prohibited.

Due to the current play facilities being scattered along the riverside ridgeline through the Park, the ‘dog prohibited’ area is quite extensive.

The proposal to centralise the play areas, and create a new bespoke playground in Active Recreation Zone 2 would provide additional dog exercise areas. Dog Prohibited areas would therefore be confined to Active Recreation Zones 1 and 2, with the remainder of the Park that is publicly accessible being an off-lead dog exercise area.

It is the intention to clearly delineate these areas by the use of natural barriers such as trees and seating rails, landscaping and stepping logs and appropriate signage.

Objective

- 1.3.1 To allow dogs in Eskdale Park in accordance with Council policies and bylaws.

Policies

- 1.3.2 Encourage the use of the Park as an off-lead dog exercise area with sufficient facilities to ensure that the needs of both dog owners and other park users are met and enhanced, in accordance with Council policies and bylaws.
- 1.3.3 Clearly delineate areas where dogs are prohibited with appropriate barriers and/or signage.

1.4 TE EKE HŌIHO | HORSE RIDING

Many people in the community enjoy horse riding. This activity can however create conflicts with other users, and may, if undertaken in inappropriate areas, adversely affect the park environment. Restrictions for horse riding are necessary to protect the park, including cultural and archaeological values and health, safety and wellbeing of park users.

It is considered that horse riding is not appropriate within the park, given the presence of cricket oval, children’s playground and dog exercise area. Clubs are however welcome to book part of the park for one-off events that will ensure that any potential impacts on the park or park users can be managed.

Objective

- 1.4.1 To allow horse riding on the Park where a permit has been granted for one-off events.

Policy

- 1.4.2 Restrict horse riding on the Park to permitted events only or as specified in the relevant Bylaw of Council.

1.5 TE EKE PAHIKARA | CYCLING

There has been a steady increase in participation in recreational cycling and mountain biking nationally over recent years. This is likely to be in part as a result of bikes becoming more accessible to a wider range of people and the positive health and social benefits of the outdoor activity.

Both recreational cycling and mountain biking have become an established recreational activity in the Hawke’s Bay region; with the establishment of the i-Way network, and the provision of mountain bike trails, predominately located within the privately owned Pan Pac forest land and in Te Mata Park, Havelock North.

There is a plan to extend the i-Way network from Bay View to Whirinaki (Esk River mouth). While there would be significant benefits to extend this along the river bank out to Eskdale Park and Waipunga Bridge this would require further planning and consultation with adjoining landowners, given the narrow riparian margin and lack of flood protection in this area.

Park users are welcome to cycle within and around the park although there are currently no pathways that facilitate this. The creation of a shared pathway around the perimeter of the Park may encourage further use of the Park by the community for recreational cycling, particularly providing a safe area for ‘biking beginners’ and children. The provisions of such facilities is addressed in Sections 2.11.and 2.12.

With regard to mountain biking, the main issues with the current provision of mountain biking opportunities in the region are related to a lack of provision and connectivity to meet demand, the distance of purpose-built mountain bike facilities from urban areas and the reliance on commercial forests.

Eskdale Park does not have the appropriate terrain for the creation of mountain bike trails within it. However, the Park is located directly across the river from one of the region’s largest mountain bike facilities, within the privately owned Pan Pac forest. The Park has been identified by the HBMBC as an optimal location to provide direct access via a footbridge across the Esk River to the new mountain bike trails that are being developed. The ability to locate a footbridge from the Park across the river to enable public access to these trails is addressed in Section 2.2 of this Plan.

Objective

- 1.5.1 To facilitate recreational cycling within the Park.

Policies

- 1.5.2 Provide a pathway around the perimeter of the Park for shared walking and recreational cycling in a safe environment.
- 1.5.3 Prohibit the construction of mountain bike trails on any part of the Park.
- 1.5.4 Consider applications to facilitate public access from the Park to private mountain bike trails across the river, subject to legislative and consultative requirements being met and that any facility provided is available for the use and benefit of the whole community.
- 1.5.5 Support the continuation of the i-Way network from Whirinaki to Eskdale Park and Waipunga Bridge should this be achievable and supported by the community.

1.0 WHAI ORANGA | PROMOTING HEALTHY ACTIVITY

1.6 NGĀ WAKA KĀINGA ME TE NOHO PUNI |  
MOTORHOMES AND CAMPING

There is documented history of Eskdale Park being used for camping.

At an October 1915 meeting discussing his gift of land to form Eskdale Park, Thomas Clark stated... *“I should be pleased if the Council would accept from me a gift of a block of land to be permanently set aside for a camping, picnic and recreation ground for the free use of the public”*.

In Annual Reports filed between 1932 and 1951 the Eskdale Park Domain Board identified that the Park was used for ‘picnics, sports and camping ground’, which appears to indicate that camping on the Park was encouraged in accordance with the wishes of Thomas Clark. However from 1953 the Annual Reports identified park use was just ‘picnics and sports’.

It is unknown why ‘camping ground’ was no longer listed as a use of the Park from 1953, however this was verified in the 1984 Eskdale Park Management Plan prepared by the Hawkes’ Bay County Council that expressly prohibited all forms of camping in the reserve.

Since the introduction of the Freedom Camping Act 2011, there is a perception that camping is allowed as of right in any public place, which has led to an increase in freedom camping and a number of issues. The Freedom Camping Act however does not apply to reserves.

Camping in a reserve is generally prohibited under Section 44 of the Reserves Act 1977, which provides that any vehicle, caravan or tent may not be used for permanent or temporary accommodation within a reserve, except in limited circumstances including where such an activity is expressly identified in a management plan for that reserve. The District Wide Reserve Management Plan identifies those reserves within the District where overnight camping in certified self-contained is permitted, such as Puketapu Park. Eskdale Park is not identified as park where any camping is permitted.

Camping can have positive effects by providing options for members of the community and visitors to experience nature, and indeed the location, river and toilet amenities provided at Eskdale Park would make it an attractive and likely extremely popular destination for self-contained camping.

Camping can however also lead to issues such as conflicts with existing use and users, litter and damage to the Park grounds. In addition the Park is prone to fast rising flood waters during intense rainfall events. The relative seclusion of the Park would make alerting campers to the risk, and evacuation, in a timely manner difficult.

There is a public camping ground on land adjacent to the Park that has suitable provisions for overnight accommodation. It is therefore recommended that self-contained overnight camping remains a prohibited activity on Eskdale Park.

Objective

- 1.6.1 Retain the open character, informal recreation values and security of the Park by not allowing overnight camping in the Park.

Policy

- 1.6.2 To prohibit the use of the Park for any form of permanent or temporary accommodation, including in vehicles, certified self-contained campervans, caravans and tents.

1.7 NGĀ KAUPAPA E RĀHUITIA ANA |  
RESTRICTED ACTIVITIES

There are a number of activities that are not permitted on reserves due to their impact on amenity and the enjoyment of other users. These activities are restricted through Council bylaws. Breaches of bylaws can result in fines, confiscation of equipment or court orders for various purposes.

All of Council’s Bylaws are contained in the Hastings District Council Consolidated Bylaw. The relevant Chapters are Chapter 2 (Public Places) and Chapter 3 (Dog Control), which have been prepared under Section 145 of the Local Government Act.

Of particular note is Consolidated Bylaw 2.2.1 which relates to Public Places and provides:

*A person must not undertake any activity in a public place in a manner which may result in damage to property, injury to another person in that public place or unreasonably interfere with that other person’s use and enjoyment of that public place. For the avoidance of doubt, this obligation applies notwithstanding that the activity might otherwise be able to be lawfully undertaken in a public place under this bylaw.*

The Council’s Unmanned Aircraft Policy (2018) that provides guidance on where, and under what conditions the public are allowed to fly unmanned aircraft such as drones over the Park also applies.

Objective

- 1.7.1 To prevent activities from occurring that have an adverse impact on the natural environment and amenity values of the Park or significantly detract from the enjoyment of other reserve users.

Policy

- 1.7.2 Ensure that activities within the Park are consistent with the relevant Council bylaws and policies.

2.0 MANAAKITANGA | SHARING OUR EXPERIENCE



2.1 TE WHAKAWHANAKETANGA |  
DEVELOPMENT

There is scope for the further development of Eskdale Park to provide enhanced facilities to increase the enjoyment of users and encourage them to stay longer, provided that any development is in keeping with Park values, objectives and policies of this Management Plan, and any other legislative requirements.

Factors that need to be taken into account when considering new development include analysis of park values and the visual and landscape qualities of the Park, the consideration of alternatives, proposed design elements such as materials, colour and texture and how visible the structure is from key vantage points within the Park.

Objectives

- 2.1.1 To ensure that any development is consistent with the purpose of the Park and requirements of the Reserves Act 1977.
- 2.1.2 To ensure that any new development enhances the quality of visitor experience and is sympathetic to, and complements the character and landscape values of the Park.
- 2.1.3 To ensure the Te Aranga Design Principles and Toi-tū Hawke’s Bay Arts and Culture Framework are considered during design and implementation of projects across the Park.

Policies

- 2.1.4 Ensure any proposed development takes into account and recognises the following:
- a) The vision for the Park in relation to its specific values
  - b) The landscape character and features of the Park
  - c) The natural heritage features of the Park and its ecological context
  - d) Mana whenua values associated with the whenua (land), wai (water), and any other significant taonga of cultural importance
  - e) Visual intrusion of structures, including visibility from within and outside the Park
  - f) Utilisation of natural materials that reflect the colours and textures of the Park and locality, or are appropriate to its historical context
  - g) The appropriate range of activities to be accommodated in the Park
  - h) The extent and nature of revegetation and habitat enhancement programmes.
- 2.1.5 Require any proposed project or development within the Park to be analysed against whether the project aligns with the principles of the Plan, and:
- a) Expresses the identity and heritage of the Park
  - b) Fosters inter-cultural exchanges
  - c) Offers opportunities for cultural connections
  - d) Encourages community inclusion
  - e) Celebrates cultural diversity
  - f) Contributes to environmental awareness
  - g) Contributes to a sense of place
  - h) Enhances visitor experiences.

2.2 NGĀ WHARE ME NGĀ HANGANGA |  
BUILDINGS AND STRUCTURES

There are currently only two buildings in Eskdale Park; both of which are toilet blocks. The objectives and policies relating to these are included in Section 2.7.

Requests for new buildings and structures in the Park will be supported where there is a demand and need, and where they will not impact on the open space values of the Park.

The construction of buildings and structures are regulated by both the Hastings District Plan and Building Act. Structures that are not buildings may or may not require resource or building consent, depending on the nature and scale of the structure.

In terms of the Open Space chapter of the District Plan, activities do not require consent under that chapter if they are identified within this Management Plan. Consents may however still be required under other chapters of the District Plan, particularly the Natural Hazards section. Eskdale Park is located within the River Hazard Overlay of the District Plan which generally requires any permanent buildings, structures and habitable buildings to obtain consent as a Non-Complying activity, thus promoting the avoidance of this hazard.

Council may consider establishing a community recycling station in Eskdale Park in the future to provide residents of the surrounding area with access to a convenient local recycling facility. The establish of a facility in the Park would align with the goals and objectives of the Joint Waste Management and Minimisation Plan 2018-2024 and expected changes from Central Government.

With regard to new structures, Eskdale Park has been identified by the HBMBC as an optimal location to provide direct access via a footbridge across the Esk River to the new mountain bike trails that are being developed.

Given this desire, the potential to locate a footbridge on the Park has been addressed during the preparation of this Management Plan, and while not predetermining the outcome of any consideration, it is appropriate for this Management Plan to clearly identify how an application would be assessed, and any area that such a facility may be considered acceptable. Further details would need to be provided at the time of application, to be publicly notified, giving the community further opportunity to be involved.

In addition to approval from Hastings District Council and Minister of Conservation to use the Park; the construction of a footbridge would also require:

- Consultation and approval from Maungaharuru-Tangitū Trust and Mana Ahuriri Trust.
- Building Consent from Hastings District Council, which would consider the structural integrity of the footbridge
- Resource Consent from Hawke’s Bay Regional Council for construction of a structure over the bed of a river, which would assess the effect of a footbridge on the bed and banks of the river. The Regional Council would need to be satisfied that the footbridge would not significantly impede the flow of flood water or adversely affect hydrological processes; and also assess any effects on neighbouring properties, erosion, aquatic animals and amenity values.



2.0 MANAAKITANGA | SHARING OUR EXPERIENCE

- Consultation with and approval by Waka Kotahi and KiwiRail to address safety considerations of additional users accessing the Park off the State Highway and over the level rail crossing.
- The Concept Plan therefore identifies that such an activity may be considered acceptable in Active Recreation Zone C, subject to the legislative and consultative requirements being met. The Management Plan is also explicit that any footbridge located on the Park would have to be available for public use, with public pedestrian access being available to the privately-owned land along the riparian margin of the Esk River. This would ensure that the footbridge would provide wider community benefit, rather than just to members of a particular club.
- Council will follow the legislative requirements of the Reserves Act 1977 to assess and publicly notify any application for the use of the Park by any group or organisation, including any additional requirements identified in this Management Plan.

Objectives

- 2.2.1 To allow for appropriately located buildings and structures where they support identified uses and activities, and do not detrimentally affect the cultural landscape, amenity of or use of the Park and meet the applicable requirements of the Hastings District Plan.
- 2.2.2 To ensure all existing buildings and structures within the Park are maintained to a high standard so as not to detract from the amenity of the Park.
- 2.2.3 To encourage the efficient use of existing and future buildings.

Policies

- 2.2.4 Replace the two toilet blocks with a fully accessible toilet block, located close to the formed access for mobility impaired users.
- 2.2.5 Assess proposals for the construction of new buildings or structures against the following criteria in addition to those rules and standards in the Hastings District Plan and Building Act:
- a) Any new building or structure will facilitate community enjoyment of the Park
  - b) Any new building or structure positively responds to and enhances the amenity of the Park.
- 2.2.6 Consider the use of land within **Active Recreation Zone C** for the abutment of a footbridge to provide access from the Park across the river to additional recreation opportunities, subject to:
- a) The applicant obtaining any required resource and building consents from the Hawke’s Bay Regional Council and Hastings District Council, including any required consultation and/or approval from Waka Kotahi, Kiwi Rail and Pan Pac;
  - b) Consultation and approval from Maungaharuru-Tangitū Trust and Mana Ahuriri Trust;
  - c) The footbridge being available for public pedestrian access; and
  - d) Public access being available to the privately owned land along the riparian margin of the Esk River opposite the Park.

- 2.2.7 Review the use and condition of buildings or structures on the Park to ensure they meet the needs of park users and the community and remain relevant to the Park. Where they are no longer well utilised, an alternative compatible community use will be found, or the building or structure removed.
- 2.2.8 Consider the location of a community recycling station within the Park should this be supported by the community.

2.3 NGĀ TAIAPA ME NGĀ PAKITARA | FENCES AND WALLS

The western boundary of the Park is shared with residential properties accessed off Shaw Road; together with two land parcels in Department of Conservation and Hawke’s Bay Regional Council ownership that are part of the revegetation programme of Te Huka Waiohinga (Esk) River Care Group.

The southern boundary of the Park is bordered by the Palmerston North – Gisborne Railway in Kiwi Rail ownership. The southern Park boundary is delineated by a post and wire fence along its entire length, from Shaw Road to Yule Road. Yule Road forms the eastern boundary of the Park, which is delineated by stock proof post and wire fence.

Te Wai-o-Hingānga | Esk River forms the northern boundary of the park, with no structure in place to delineate this boundary or restrict access. Pan Pac own the forestry block on the northern banks of Te Wai-o-Hingānga | Esk River, opposite the park.

Farm fencing is worn but characteristic of the rural area.

Objectives

- 2.3.1 To define the boundary of the Park to ensure the safe use and protection of the landscape qualities.
- 2.3.2 To protect the landscape qualities of the Park from inappropriate vehicle access and vehicle use at night.
- 2.3.3 To ensure the safety of users by the physical delineation of areas.

Policies

- 2.3.4 Install fencing where required to restrict access or protect amenity features of the Park.
- 2.3.5 Ensure that any fence or barriers are designed and located so as to retain the rural character of the Park.
- 2.3.6 Contribute to the cost of any private boundary fence in accordance with the Fencing Act.



2.0 MANAAKITANGA | SHARING OUR EXPERIENCE

2.4 NGĀ RAMA | LIGHTING

Given its isolation in a rural area and lack of passive surveillance, vehicle access to Eskdale Park is restricted by a gate that is locked at night. There is therefore no clear safety or amenity benefit to be gained by providing lighting in the Park to facilitate safe night time use.

The only exception to this may be the lighting of new facilities or structures for security reasons and to deter anti-social behaviour.

Objective

- 2.4.1 To discourage night time use of the Park through avoidance of lighting in the Park

Policy

- 2.4.2 Provide lighting within the Park only where required to deter anti-social behaviour and to facilitate the protection of features and facilities from vandalism.

2.5 NGĀ PAPA TĀKARO | PLAYGROUNDS

Eskdale Park is identified as a Key Urban play space, with the Play Strategy classifying the current play value as poor, with a need for at least one multi-aged area.

There are six separate ‘play stations’ throughout the Park. Four of these stations include equipment that was installed in 2006. There are two slides that were installed in 1950. While these are valued for their historic links to the Park, they no longer meet health and safety requirements and will be replaced.

Many park users like the convenience of being able to drive to the playground stations that are spread throughout the Park, without having to walk long distances. Conversely other users consider the presence of vehicles close to children’s play areas a safety issue.

It is therefore proposed to design a new bespoke playground within the Park in consultation with the local community within **Active Recreation Zone B**, identified on the Concept Plan in **Appendix 4**. This location is centrally located, with convenient access to other features such as the cricket wicket and river, and an optimal central location for the new toilet facility. It is within an area of mature trees that will provide natural shade and shelter.

It is intended that this new playground will be designed with natural barriers (such as landscaping, seating rails or stepping logs) around the perimeter to restrict vehicle access and indicate clearly that dogs are not permitted within the play area.

Facilities will include new toilets, seating, shelter and community barbecue, as well as safety surfacing that responds to the natural rural setting, while being accessible to all users.

Natural materials will be used on all aspects of the new playground, and the bespoke design will offer unique and challenging elements, allowing children to experience nature, which will make this a popular playground to visit and enjoy.

Existing play pieces in other areas of the Park may be relocated to this new playground area, including community

favourites such as the Monkey Bars, with opportunities for new bespoke items, such as a tree house tower, included in considerations with the community.

Council will work with the local community, Hukarere College and Eskdale School in the design of this new playground, to ensure that it responds to the character of the area; incorporates natural materials into the space, and provides natural and challenging play spaces that are unique to this Park, creating a point of difference to attract families to visit and enjoy nature.

Objectives

- 2.5.1 To provide for enhanced play opportunities in the Park while ensuring the safety of users.
- 2.5.2 To ensure that the play equipment in the Park meets the needs of reserve users and is in keeping with the rural characteristics and amenity of the surrounding area.

Policies

- 2.5.3 Design a new bespoke play area with the local community and schools that responds to the character of the area, incorporates natural materials, provides natural and challenging play that are unique to the Park:
- a) That is centrally located in **Active Recreation Zone B** with new toilet facility, seating, shelter and community barbecue
  - b) That responds to the character of the area, incorporating natural materials
  - c) That includes nature and challenging play that is unique to the Park while being accessible to users of all ages and abilities;





2.0 MANAAKITANGA | SHARING OUR EXPERIENCE

2.6 NGĀ KAUPAPA HĀKINAKINA ŌPAKI | INFORMAL SPORT & RECREATION FACILITIES

Parks within the rural areas of the district are popular with users wanting to participate in a number of informal sporting activities. Eskdale Park has extensive open spaces providing opportunities for walking, running and kicking a ball. It is used by the local schools for cross country and school sports days. The cricket wicket is used for informal cricket matches. While there are several children’s play areas, there are no dedicated facilities enabling youth to participate in informal recreation. The provision of youth facilities such as basketball courts were not largely supported during the consultation and therefore not recommended to be provided. The community was however comfortable with the provision of fitness equipment within the Park for circuit training, which could include distance marker posts to enable the pathways to be better utilised for school sports.

Objectives

- 2.6.1 To support and encourage the use of the Park for informal sporting activities such as walking, running and other passive activities.
- 2.6.2 To ensure that any proposed use of the Park for informal sport will consider the appropriateness of the activity, and take into account any possible impact this may have on the Park, its existing facilities and features, and users.

Policy

- 2.6.3 Incorporate elements that will facilitate the use of the Park for informal sporting activities, such as adult fitness equipment.

2.7 NGĀ WHAREPAKU ME NGĀ WĀHI PANONI KOPE | TOILETS AND CHANGING FACILITIES

Public toilets in rural areas are provided for the convenience of people visiting destination parks. They should be clean, well-maintained, accessible, safe and strategically located. There are currently two public toilet blocks within the Park. The block located on the eastern side of the Park was built in the early 1960s; with the block located in the centre of the Park built in 1975. While these two blocks provide adequate provision, they are both of low quality, with only one accessible toilet. Both facilities will be removed and consolidated to a central location, close to the formed access for mobility impaired users. The design will ensure entry points have broad visibility and clear movement areas around the building to allow clear sightlines.

Objective

- 2.7.1 To ensure that toilet facilities in the Park are safe, adequate, and accessible to the whole community and comply with relevant legislation.

Policy

- 2.7.2 Replace both existing toilet blocks with a fully accessible facility for community use within Active Recreation Zone B.

2.8 NGĀ TOHU | SIGNS

Visitors’ enjoyment and appreciation of the Park can be enhanced through raising awareness and understanding of the features and history of the Park. This can be achieved through interpretative and history boards which connect people with places. Such signs can add to users’ experiences by fostering understanding and knowledge of the values and history of the Park, explaining management objectives and encouraging participation, as well as explaining the importance of user behaviour in public spaces. Such story boards should reflect the Park’s ‘rural character’, and tell visitors the history of the Park, including the generous gifting of some of the park land from Thomas Clark. Wayfinding signage can be introduced at key nodes throughout the Park, providing distances, destinations, attractions, closing times, heritage and cultural information and emergency contact information. Wayfinding information can be integrated into posts, bollards, signs, tables and other ground placed markers.

Objective

- 2.8.1 To enhance visitors’ enjoyment of the Park and raise awareness, understanding and respect for the cultural landscape and history of the Park through interpretation and signboards.

Policies

- 2.8.2 Provide educational and interpretative signs throughout the Park, including historical information, sites of interest and facilities to facilitate use, wayfinding, access and enjoyment of the Park.
- 2.8.3 Collaborate with mana whenua and descendants of Thomas Clark to design interpretive signs identifying features of historic and cultural significance.
- 2.8.4 Prohibit the use of the Park for the remote advertising of events that are not being held at the Park without the consent of Council.



2.0 MANAAKITANGA | SHARING OUR EXPERIENCE

2.9 NGĀ RAWA O TE PAPA | PARK FURNITURE

The provision of furniture in the Park, such as tables and seating, rubbish bins and drinking fountains, can enhance the visitor experience and encourage users to stay longer. Council has a standard bin and seat design that incorporates stainless steel for its endurance and robustness. Those designs will be used unless a unique design that is similarly robust is adopted to fit with the theme of a particular park. There is currently a limited amount of furniture in the Park, including 11 picnic tables, three seats and three bins. This furniture is of variable design, materials and condition. It is recommended that a new palette of furniture be designed, made of natural materials that better represents how the Park is used for social gatherings and family picnics. This may include longer picnic tables strategically located to make best use of shade and views, and proximity to playground and facilities.

Objective

- 2.9.1 To provide new and replacement reserve furniture to facilitate the public use and enjoyment of the Park.

Policies

- 2.9.2 Upgrade and consolidate park furniture to comprise a rural character, positioned in high use areas under trees, open areas, accessible by pathways, or where views can be obtained of features such as the river or Eskdale Church.
- 2.9.3 Facilitate opportunities for larger group gatherings with large rustic picnic tables.
- 2.9.4 Provide a community barbecue with associated drinking fountain, shelter and furniture.
- 2.9.5 Locate reserve furniture in appropriate settings with regard to orientation to the sun, shelter from sun and wind, and user safety and surveillance.



2.10 TE TAURANGA WAKA | VEHICLE PARKING

There is currently no formal or designated area for vehicle parking in the Park. While this has been identified by some as a positive attribute, providing park users with the ability to drive to a space under a tree or river; there were also those who identified this as a negative, especially with regard to the safety of vehicles around children in the playgrounds and dogs running off lead. While the majority of users were respectful of others, it was noted that some drivers took advantage of the lack of restrictions and risked injuring people or caused damage to amenities (such as the cricket oval). It is proposed to restrict vehicle access from the cricket oval and children’s playground. This can be achieved by the use of natural or functional barriers located between the gaps in existing trees around the perimeter of the oval. These can include seats, picnic tables or bollards, or additional tree planting. Natural barriers, such as landscaping and stepping logs will also be used to delineate the new children’s play area and amenity space to restrict vehicles. The remaining area of the Park will be able to be accessed by vehicles, to enable the continued ability to drive to picnic spots under the trees and to the river. If use of the Park increases in the future, to the point where the ability to drive and park vehicles freely within the Passive Recreation Zone creates safety issues, then Council will consider the creation of linear carparks along the entrance roads. If additional public use is provided for in the land currently leased for grazing, associated carparking facilities may be required. These will be provided within the Active Recreation Zone C, utilising a natural surface delineated with natural barriers to prevent vehicle access into the Ecological Enhancement Zone.

Objectives

- 2.10.1 To maintain the existing vehicle access into the Park from Shaw Road for the benefit of park users.
- 2.10.2 To restrict vehicles from accessing the children’s playground and cricket oval to improve the safety and experience of park users in these areas.
- 2.10.3 To continue to enable the informal access and parking of vehicles within the Passive Recreation Area.

Policies

- 2.10.4 Restrict vehicle access to the cricket oval and children’s play area by the installation of natural or functional barriers such as seats, picnic tables or bollards, or additional tree planting, consistent with the character of the Park.
- 2.10.5 Provide an informal carparking area within Active Recreation Zone C if public utilisation of this part of the Park increases in the future.
- 2.10.6 Consider the creation of linear carparking along the access road within the Passive Recreation Zone if increased use of the Park has an impact on park user safety.



2.0 MANAAKITANGA | SHARING OUR EXPERIENCE

2.11 TE ĀHEITANGA | ACCESSIBILITY

As the Park is provided for all people of the District, it is important to ensure that where possible, the needs of the District’s diverse community are taken into account and provided for. It is important to acknowledge that the District population includes a wide range of abilities, depending on age and physical ability, including young, old, those in pushchairs or injured, all of whom have a right to access and use the Park.

Provision of access to and through the Park is an important consideration. Vehicle and pedestrian access and circulation within the Park needs to be appropriate and safe as well as allow access to the variety of facilities and features, including playground, toilets, picnic areas and river.

The public entrance to the Park (vehicular and pedestrian) is via a gated access from Shaw Road. The gates are locked in the evening with the 24hr exit gate allowing vehicles still in the Park at closing time to depart. While functional, it does not create a welcoming gateway into the Park. Pedestrian access and exit is available at all times.

The following measures are proposed to improve access to the Park for all ages and abilities:

- Accessible pathway around perimeter of the Park;
- New fully accessible toilet located in central location
- Formalise existing limesand vehicle access road
- Enhance the existing entrance off Shaw Road
- Continue to restrict Park access after-hours to help prevent unsociable behaviour.

Objectives

2.11.1 To ensure that the Park and its features and facilities are accessible to, and inclusive of people with disabilities and limited or special mobility needs.

Policies

2.11.2 Provide safe access to facilities within the Park for people of all ages and abilities, including fully accessible bathroom facilities and sealed accessway, the provision of accessible safety surfacing in new playground design and provision of accessible pathway network around the perimeter of the Park.

2.11.3 Ensure that accessibility for people with limited mobility is considered in the design of any new features or facilities within the Park.

2.11.4 Continue to restrict access to the Park at night, as well as areas within the Park where necessary to ensure the safety of park users and the protection of areas of natural, historic, landscape or mana whenua values.

2.11.5 Consider opportunities for access to recreational opportunities across the Esk River, subject to obtaining any required concessions and the matters for consideration set out in Section 2.2.

2.12 NGĀ TŪHONONGA HUARAHI | PATH NETWORKS

Pathways can provide recreation opportunities for a variety of different park users.

There are currently no formal track or path networks through the Park. There is an informal ‘desire line’ track that has formed along the river margin.

There is community support for the provision of a pathway network around the Park, which would facilitate enhanced accessibility for all members of the community; as well as providing young children with the ability to ride bikes in a safe environment. This is particularly relevant given the lack of areas for safe cycling in the area.

The provision of pathways will however be kept to a minimum, to ensure that the open informal nature of the Park is retained.

Objective

2.12.1 To provide connected accessible pathways through and around the Park and to facilities, as supported by the community.

Policies

2.12.2 Provide natural surface pathways for recreational walking and cycling and learn to cycle opportunities for young children in a safe environment, including fitness stations, markers and wayfinding along the pathways with clear distances.

2.12.3 Construct any new tracks and paths to meet New Zealand Standard 8630:2004, while minimising impact on the surrounding environment and open space values of the Park.



3.0 TE WHAKATIPURANGA O TE TAI AO | HEALING THE ENVIRONMENT



3.1 NGĀ RĀKAU ME NGĀ MĀRA | TREES AND GARDENS

There are currently three distinct vegetation areas within the Park:

Area 1: Exotic Tree and Grassland (Maintained Open Space)

Area 2: Exotic Riparian Treeland (Esk River Riparian Margin)

Area 3: Exotic Tree and Grassland (Land Leased for Grazing)

Mana whenua aspires to the reinstatement of indigenous flora in Eskdale Park that holistically supports improvement of water quality and aquatic life, the establishment of bird corridors, and planting for customary harvest and customary use.

**Area 1: Exotic Tree and Grassland**

The current vegetation of the main recreational area of the Park is exotic tree land, consisting of large exotic trees such as eucalyptus (*Eucalyptus spp.*), oaks (*Quercus spp.*), poplars (*Populus spp.*), and walnuts (*Juglans spp.*), over an exotic grassland.

In 2021 the trees were assessed by the Paper Street Tree Company, which prepared an arboricultural report and management recommendations for the Park’s trees. The management recommendations will be progressively undertaken until completion, after which the trees will be managed in line with Council’s Tree Management Strategy.

In line with Council’s Tree Management Policy, trees will have an assessment of their condition and health every three years, highlighting any work that may be required to ensure the tree is retained in the best possible condition. If a tree is found to be dead, dying, diseased or dangerous and posing an unacceptable risk to public safety, it will be removed.

The majority of the canopy coverage of the Park is poplar, with one cultivar providing the majority of the canopy coverage. The majority of these trees are either mature or fully mature specimens, with their structure showing emerging mechanical weaknesses.

While current risk of harm to park users has been assessed as low, given the low site occupancy and proactive management approach in response to increased limb failure, a proactive replacement and removal of trees that are becoming impractical to maintain is recommended.

Those recommended for removal over a staged period of time include the relatively short-lived failure-prone cultivar of poplar; or those that have compromised structures. This removal is recommended in conjunction with successive planting of large, long-lived specimen trees such as Pin Oak, London plane or Totara.

There is a row of Norfolk Island hibiscus (*Lagunaria patersonii*) planted along the main access way of the Park. Although this species is not yet regarded as problematic in Hawke’s Bay, nor is it listed in the HBRC Regional Pest Management Plan, it is considered invasive in northern North Island regions and recommended to be replaced. Refer to the policies in Section 3.5 Plant and Animal Pests.

There are no trees within the Park that are identified as being notable, or protected as Outstanding or Significant in the Operative Hastings District Plan.

**Area 2: Exotic Riparian Treeland**

The riparian area of Te Wai-o-Hingānga | Esk River is dominated with crack willows (*Salix x fragilis*) with other exotic trees, shrubs and herbaceous exotic plants, including pest plant species.

The aim of Te Huka Waiohinganga (Esk) River Care Group is to restore biodiversity to the land and water of the catchment by planting indigenous species along the river. Their focal planting site is directly upstream of the Park and extends north to the Waipunga Bridge.

Long term biodiversity outcomes for the Park can be achieved by establishing indigenous riparian planting along Te Wai-o-Hingānga | The Esk River that is contiguous with the Te Huka Waiohinganga (Esk) River Care Group planting area.

Low-statured plants such as indigenous vines, herbaceous and shrub species may be preferable to retain visibility for the river users as well as not hindering flood protection scheme administered by Hawke’s Bay Regional Council. Plants with morphology that is adapted to flowing water are also preferred to minimise the risk of losing plants to high flow events. The plant species recommended for this area are identified in Appendix 5 (Table 3).

Eco-sourced and carefully selected species that are known to be from the area, or from similar habitats within the region, are crucial to the success of establishing vegetation. Te Huka Waiohinganga (Esk) River Riparian Planting Plan provides best practice for planting methods in this area and will be followed to maximise survival rate and ensure high efficacy of maintenance.

It is noted by the Care Group that the site is subject to intensive drought conditions which may result in high mortality rate. Drought is best dealt with by planting drought tolerant species that are also frost tolerant that can be planted as early in the planting season as possible, so roots are able to establish before summer droughts. Depending on the rainfall pattern and soil moisture level of the site, an early and truncated planting season (e.g. late April to June) might be considered. This also applies to Area 3 planting.

**Area 3: Exotic Tree and Grassland (Leased Land)**

The leased area consists of exotic grassland (for grazing) and exotic tree land with a stand of Eucalyptus trees. Eucalyptus is a genus of over 900 specimens. Around 240 species have been introduced into New Zealand. These trees come from a range of climatic regions, where certain species have limited tolerance to prolonged dry periods, mainly the stringybark and ash eucalyptus. The area has had a couple of years of prolonged periods of dry conditions, which is likely to have contributed to the trees’ current condition. Another contributing factor could be from pest species. As climate change intensifies, the frequency and intensity of pests are likely to increase which may contribute to further decline of the stand over the years.

Community consultation identified a fruit tree in the leased block that has historic significance.

It is recommended that an indigenous forest patch be established within this area. The aim is to create an approximately 4ha forest patch of compact shape to maximise the creation of core habitat, while connecting the patch with the wider restoration effort by the Care Group.

The large pines, eucalyptus and other trees will be retained where they do not create a safety hazard, and underplanted with indigenous plant species. These exotic trees will provide necessary shade and protection to the indigenous plantings from the sun, as well as maintaining habitat and food provision



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for some of the indigenous fauna until indigenous plants start to provide those functions. The plant species recommended for this area are identified in Appendix 5 (Table 1).

The plant species recommended for the open pasture area (outside of the proposed forest) are identified in Appendix 5 (Table 2).

Programme of Delivery

While restoring fully functional ‘ecosystems’ often takes multi-generational efforts, some of the ecological functions such as shading effects and provision of habitats for indigenous flora and fauna are achievable within the 10 year life of this Plan. It is recommended that Council works in partnership with the Te Huka Waiohinganga (Esk) River Care Group to make use of their expertise in planning and preparation of the sites, organising and running community planting days, providing technical advice on post release planting and co-ordinating other plantings in the area.

Staged targets to achieve the long-term biodiversity outcomes could include the following.

- **Years 1-3:** Establish an indigenous riparian shrubland/forest along the Esk River that is contiguous with the Te Huka Waiohinganga (Esk) River Care Group planting area. Potential areas for planting include landside of the footpath up to a natural ridgeline. Sections of the river banks, focusing along the river access points (formed gradually by the people who access to the river) are also potential areas to introduce indigenous plants of lower stature which could tolerate flooding events (on approval by HBRC Asset Management Group)
- **Years 4-10:** Establish an indigenous patch within the area that is currently under eucalyptus woodland and pasture. As it is a large project, it is recommended that this area be divided into stages.
- **Year 10 onwards:** Successional planting of the forest patch, underplanting the initial planting form Year 6–10 with shade-tolerant late-successional species.

Objectives

- 3.1.1 To protect and maintain planting to retain an environment that is attractive to all users and contributes to the amenity of the Park.
- 3.1.2 To maintain and manage the trees within the Park in a balanced and measured way.
- 3.1.3 To establish an indigenous riparian shrubland/forest along Te Wai-o-Hingānga | Esk River.
- 3.1.4 To create an indigenous forest to maximise the creation of core habitat, within the area currently leased for grazing.
- 3.1.5 To work with mana whenua on the development of the Park in the spirit of WAI262 Flora and Fauna, with respect to Māturanga Māori and the reinstatement of indigenous flora and fauna and their associated taonga and mātauranga.

Policies

Area 1: Exotic tree land

- 3.1.6 Manage the trees within the Park in accordance with the recommendations in the 2021 Arboricultural Report and any subsequent arboricultural advice.
- 3.1.7 Ensure that the removal of any trees within the Park is consistent with the aims of the Tree Removal Policy; or undertaken for reasons of safety or good management, including where it has outgrown its location or site, is restricting optimal use of a space; or suppressing or inhibiting the growth of more desirable specimens.
- 3.1.8 Replace the failure-prone poplar trees around the cricket oval with long-lived specimen trees such as London Plane or Pin Oak.
- 3.1.9 To progressively replace the Norfolk Island hibiscus along the entrance road with long-lived specimen trees to open views through the Park.
- 3.1.10 Ensure that planting in this area does not impact on open space recreation use.

Area 2: Exotic riparian tree land

- 3.1.11 Establish permanent indigenous riparian vegetation consisting of resilient plant species native to the Park area.

Area 3: Leased area

- 3.1.12 Establish an indigenous forest which supports core habitat for indigenous flora and fauna and improves ecological connectivity with habitats surrounding the Park.
- 3.1.13 Apply for external funding to fund the establishment of the indigenous forest patch.
- 3.1.14 Enable the continued guardianship of the leased block for private use until either the restoration of the land to an indigenous forest block commences and/or a determination on public use of this land is made.

General Policies

- 3.1.15 Work in partnership with the Te Huka Waiohinganga (Esk) River Care Group in the planning and delivery of the indigenous riparian and forest planting plans.
- 3.1.16 Ensure that any planting, replacement or removal of any trees within the Park is consistent with the aims of the Concept Plan identified in **Appendix 4**.



3.0 TE WHAKATIPURANGA O TE TĀIAO | HEALING THE ENVIRONMENT

3.2 TE HORANUKU | LANDSCAPE

Eskdale Park is identified as part of the Eskdale Valley Rural Character Landscape (RCL2).

The aesthetic qualities of the Park are not only visual, but relate to a range of user experiences such as ‘contact with nature’ and the quiet, tranquil ambience found within this space. The landscape has historic and community significance, enjoyed by the community for recreational and amenity values. Historically it is held in the memories of many as a significant place of inter-generational social and family gatherings.

Eskdale Park is characterised by its large open green ‘rural’ vista, tranquillity and views into and through the Park, and large mature trees. It is these views that enhance the user experience and enjoyment of this Park. Development, natural growth and revegetation programmes can diminish and obliterate these views, and so need to be sensitively managed to retain the open space vista of the Park.

The provision of public facilities will be limited to those that are necessary to support the effective management of the parks and visitors’ needs for recreation, information, ablutions and safety.

Objectives

- 3.2.1 To protect the natural character of the Park from inappropriate development while providing adequate facilities for recreation and play.
- 3.2.2 To enhance the landscape through management of vegetation, including revegetation and planting programmes.

Policies

- 3.2.3 Retain and enhance large open grassed areas in the Park suitable for recreation such as picnicking, community events, and casual recreation.
- 3.2.4 Locate facilities in locations where they will have a minimal impact on landscape values and/or are of a scale that minimises impact.
- 3.2.5 Design any new buildings or facilities to be compatible with the natural landscape.



3.3 TE WAI | WATER

The Hawke’s Bay Regional Council is primarily responsible for the management of the District’s water resources, including rivers. However the Council, under the Resource Management Act is required to recognise and provide for the preservation of the natural character of waterbodies and their margins and to promote public access to and along them in the District.

Te Wai-o-Hingānga | Esk River flows from the southeast end of the Maungaharuru, through what as a majestic sub-tropical podocarp forest, to the sea of Tangitū.

Mana whenua hold Statutory Acknowledgements and Deeds of Recognition over Te Wai-o-Hingānga | Te Hukawai-o-Hingānga | Esk River and its tributaries through their respective Post Settlement Governance Entities Maungaharuru-Tangitū Trust and Mana Ahuriri Trust, which has a shared Area of Interest across Eskdale Park. Deeds of Recognition oblige the Crown and Local Government to consult with mana whenua and have regard to their views regarding their special association with Te Wai-o-Hingānga | Te Hukawai-o-Hingānga | The Esk River.

The Park adjoins the river, and provides the access point for public access to the river.

Visiting Te Wai-o-Hingānga | Esk River was identified as the most popular reason why people visit the Park. The Park provides convenient and direct public access to the river for swimming and fishing. The river is viewed as a safe and peaceful place for people of all ages to swim, play and enjoy nature. Current access to the river is via a series of informal ‘desire line’ tracks down relatively steep slopes, that are created depending on the location of the best swimming holes. The ability to improve this river access with more formal structures was identified by the community, however given the natural and changeable environment this would likely have limited success. Rather, the enhancement of water quality through increased riparian planting is likely to have greater long term benefits to future generations for continued river use and access.

Objective

- 3.3.1 To provide continuous riparian cover alongside Te Wai-o-Hingānga | Esk River which enhances biodiversity and complements existing flood protection scheme.

Policies

- 3.3.2 Recognise the obligation contained in the Deeds of Recognition to consult with mana whenua and have regard to their views regarding their special association with Te Wai-o-Hingānga | Te Hukawai-o-Hingānga | Esk River.
- 3.3.3 Establish an indigenous riparian shrubland/forest along Te Wai-o-Hingānga | Esk River that is contiguous with the Te Hukawai-o-Hingānga (Esk) River Care Group planting area, while retaining open connected views along the margin.
- 3.3.4 Ensure that any land-based activities do not negatively affect the water quality and ecology of Te Wai-o-Hingānga | The Esk River.

3.0 TE WHAKATIPURANGA O TE TAIAO | HEALING THE ENVIRONMENT

3.4 TE RERENGARAUROPI | BIODIVERSITY

There is considerable potential within Eskdale Park to undertake extensive ecological restoration and enhancement. Habitat restoration and enhancement through revegetation programmes is a key objective of this Plan. Such programmes can restore indigenous forest that has been removed in the past and create wildlife corridors and buffers. While revegetation and planting programmes can add significantly to the ecological and amenity values of the Park, they need to be balanced against the recreational values of the Park. Revegetation and planting plans are recommended for certain areas of the Park, not the entire Park.

Increasing the ecological integrity of existing ecosystems is necessary to improve the resilience of these ecosystems to climate change induced threats, such as droughts and floods. Invasive species are also expected to become an increasing threat due to climate change.

The 2015-2050 Hawke’s Bay Biodiversity Strategy was adopted in November 2015, in response to declining biodiversity in Hawke’s Bay. The vision of the document is that ‘working together, Hawke’s Bay’s biodiversity is enhanced, healthy and functioning’.

The Park can play an important role in the enhancement and protection of indigenous species and ecosystems.

The Park’s non-indigenous vegetation has features that provide food and habitat for some of the native birds, and also provide for potential habitat for native lizards and bats. Given this, improving habitat values for native lizards and bats could be achieved with inexpensive management interventions including retention of large exotic trees or branches for providing roosting and foraging activities.

Objectives

- 3.4.1 To protect indigenous species, habitats and ecosystems on the Park and enhance their long-term viability and resilience.
- 3.4.2 To progressively restore, enhance and reinstate indigenous habitats and ecosystems to support their continued viability and resilience.
- 3.4.3 To ensure that restoration is carried out to improve ecological connectivity and to enhance existing ecosystems.
- 3.4.4 To enhance the viability, diversity and connectivity of the Park’s ecosystems to improve their resilience and adaptability to the effects of climate change.

Policies

- 3.4.5 Establish permanent indigenous riparian vegetation consisting of resilient plant species indigenous to the Park area. Consideration will be given to retaining and enhancing river views and access where appropriate.
- 3.4.6 Establish an indigenous forest patch which supports core habitat for indigenous flora and fauna and improves ecological connectivity with habitats surrounding the Park.

- 3.4.7 Recognise the important role individuals, tangata whenua, community-based organisations, adjoining landowners and private businesses play in restoring the indigenous ecosystems of the Park, and support community initiatives with advice, plants and other materials.
- 3.4.8 Support community revegetation, restoration and education programmes in accordance with the policies of this Plan, and the Hawke’s Bay Biodiversity Action Plan.
- 3.4.9 Identify other areas for revegetation to improve the ecological connectivity of the Park, enhance species diversity, and improve habitats for fauna (native birds, lizards and bees).
- 3.4.10 Progressively manage pest plants to ensure the success of ecological restoration and ongoing maintenance of the biodiversity values of the Park and its surrounds.



3.0 TE WHAKATIPURANGA O TE TAIAO | HEALING THE ENVIRONMENT

3.5 NGĀ KĪREAREA Ā-TIPU, Ā-KARAREHE ANŌ HOKI | PLANT AND ANIMAL PESTS

Plant pests can reduce the ability of indigenous and amenity plants to establish and regenerate. A number of plant pests are found in the Park that require ongoing control. These include:

- Old man’s beard (*Clematis vitalba*)
- Great bindweed (*Calystegia sylvatica*)
- Pampas (*Cortaderia selloana*)
- Poplars (*Populus sp.*)
- Black locust (*Robinia pseudoacacia*)
- Tradescantia (*Tradescantia fluminensis*)
- Buddleia (*Buddleja davidi*)
- Periwinkle (*Vinca major*)
- Lily of the valley vine (*Salpichroa origanifolia*)

There is also crack willow (*Salix x fragilis*) within the Park. While regarded as ecological weed, the specimens on the bank of the river are managed by Hawke’s Bay Regional Council for flood protection.

Initial clearance of these weeds as part of site preparation for revegetation, post-planting control, and annual weed control for the first 3–5 years of each planting stage are crucial to indigenous plant survival.

Animal pests such as possums and rabbits can damage indigenous plant habitat and increase erosion in some areas if their populations are allowed to reach high levels. Other pests, such as rats, stoats and ferrets are a direct threat to birdlife and native lizards.

Council will work in conjunction with the Hawke’s Bay Regional Council to control any pest species when they represent a threat to the indigenous flora and fauna within the Park.

Norfolk Island hibiscus (*Lagunaria patersonii*) are planted along the main access way of the Park. Although this species is not listed in the HBRC Regional Pest Management Plan, it is considered invasive in northern North Island regions. In addition, the fruiting body (or capsules) contain white fibres which cause skin irritation, so therefore can be hazardous to park users. It is recommended that these trees be progressively replaced with a species more appropriate to biodiversity aims of this Plan.

Objectives

- 3.5.1 To identify and assess plant and animal pest threats and their management, prioritised in accordance with the Hawke’s Bay Regional Council Plant Pest Management Strategy.
- 3.5.2 To control other animal, plants or pests where park values are threatened and as prioritised.

Policies

- 3.5.3 To progressively replace the Norfolk Island hibiscus along the entrance road with long-lived specimen trees.
- 3.5.4 Control pest plants and animals to ensure the success of indigenous forest and habitat restoration.
- 3.5.5 Control pest plants and animals using best practice techniques to ensure effective control and success in managing threats.
- 3.5.6 Provide clear notification of pest control to ensure the safety of the public and dogs when undertaking pest management programmes.

3.6 NGĀ MATEPĀ TAIAO | NATURAL HAZARDS

The District is subject to a wide range of natural hazards, in particular flooding, earthquakes and fires.

In order to manage the use, protection and development of parks within the district, Council needs to be aware of natural hazards and their potential impact on the use and safety of public open spaces.

Rules within the Hastings District Plan regulate land use activities to ensure the effects from natural hazards are avoided or minimised.

**Flooding and Storm Damage**

The valley floor, fans and flood plain of the Esk River Valley are subject to periodic inundation and fast rising flood waters during intense rainfall events. The effects of this are likely to increase with climate change. For new land uses and development, avoidance of the hazard is considered the best approach.

Eskdale Park is located within a Flood Risk Area and included within the River Hazard Overlay zone in the Operative Hastings District Plan.

The rules in the Hastings District Plan require any permanent buildings or structures within the River Hazard Overlay in the Esk Valley to obtain consent as a Non-Complying Activity, thus promoting avoidance of this hazard.

The trees within the Park are at risk during high wind events.

**Earthquakes**

This hazard area consists of areas identified as being prone or at risk of seismic hazard. The Park is in an identified low liquefaction zone in the Hastings District Plan.

**Fire Hazard**

There is a risk to people and properties from fire, particularly in the rural areas of the District. The dry weather conditions that exist in Hawke’s Bay make the rolling hills and forested areas of the District susceptible to fire.

All fires, whether lit naturally, accidentally or deliberately can pose a risk to park visitors, vegetation, species, park assets and adjoining property.

Objective

- 3.6.1 To manage the risk and impact of natural hazards on park visitors, park assets and the environment.

Policies

- 3.6.2 Restrict the establishment of activities which have the potential to increase natural hazards that have, or may have, an effect on the Park.
- 3.6.3 Restore resilient native riparian vegetation as a nature-based solution for mitigating effects of natural hazards as well as climate change impacts.



4.0 AHI KĀ ROA | THE LIVING PRESENCE



4.1 TE WHAKAHIRAHIRA Ā-AHUREA, Ā-HĪTORI ANŌ HOKI | CULTURAL AND HERITAGE SIGNIFICANCE

The Heritage New Zealand Pouhere Taonga Act 2014 seeks to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. This includes historic places, such as archaeological sites and wāhi tapu. Under this Act it is an offence to destroy, damage, or modify any archaeological site without an authority from Heritage New Zealand Pouhere Taonga. The Act also requires an authority if there is a reasonable cause to suspect that an archaeological site (recorded or unrecorded) may be damaged, modified, or destroyed by any activity (other than by natural processes).

There are currently no recorded archaeological sites within Eskdale Park, nor have there been any indicators of unrecorded archaeological sites identified or reported to date. Potentially the area with the greatest inherent archaeological risk is the river channel where evidence of weirs, pātuna and mooring posts may survive, embedded out of sight within the banks of the current channel.

Esk Park is however located within an area of acknowledged wider archaeological significance. There are a number of recorded sites in the area, particularly in the Tangoio and Bay View coastal hills.

The nearest currently recorded archaeological site is V20/209, a single pit located approximately 450m to the north west, across Te Wai-o-Hingānga | Esk River within Pan Pac forest land. More widely there are a large number of recorded sites to the northeast on the Tangoio coastal hills, and to the south and south east.

Due to the flood history of the area it is very possible that isolated objects, including taonga such as adzes or koiwi tāngata (human remains), could have been deposited anywhere in the park environs. Such objects, whilst not archaeological sites, are of significance and require reporting and managing under archaeological protocols and cultural tikanga. Therefore, any proposed management plan should include guidance around process and procedure should such objects be encountered during earthworks including planting.

Objectives

- 4.1.1 To protect areas of archaeological and cultural significance in the Park.
- 4.1.2 To identify, assess and record cultural heritage on the Park, and increase mana whenua involvement in the identification of places of significance on the Park.

Policies

- 4.1.3 Adopt an Accidental Discovery Protocol (ADP) whereby if any archaeological or cultural material, koiwi or taonga tuturū are found during park development or planting programmes, work should be stopped.
- 4.1.4 Identify and preserve any historic sites and features of special community interest and, where appropriate, display information as to their significance.

4.2 MANA WHENUA AND TE ARANGA DESIGN PHILOSOPHY

Hastings District Council adopted the Te Aranga Māori Cultural Landscape Strategy 2008, to ensure it is working towards the reinstatement, development, and articulation of the physical and metaphysical cultural landscapes of mana whenua.

Te Aranga Design philosophy provides a platform from which the ongoing relationship and partnership with mana whenua can be developed through the lifetime of this plan. Understanding and following a Māori design practice is key to delivering design outcomes that help to deepen our sense of place and develop meaningful and durable relationships with iwi and hapū in Heretaunga.

Māori culture and identity highlights Aotearoa New Zealand’s point of difference in the world and offers up significant design opportunities that can benefit us all.

Te Aranga Design philosophy is founded on intrinsic Māori cultural values and provides practical guidance for enhancing outcomes for the environment. The principles have arisen from a widely held desire to enhance mana whenua presence, visibility and participation in the design of the physical realm.

Objectives

- 4.2.1 To involve mana whenua in park management processes in ways which take into account the principles of Te Tiriti o Waitangi | The Treaty of Waitangi.
- 4.2.2 To identify, protect, enhance and, where appropriate, reinstate mana whenua values within the Park.
- 4.2.3 To enable partnership with mana whenua authorities in the future development and management of the Park in relation to any identified wāhi tapu sites or wāhi taonga (sites of significance) to mana whenua.
- 4.2.4 To ensure Te Aranga Design principles are considered during design and implementation of projects within the Park.

Policies

- 4.2.5 Provide opportunities for expressions of tikanga Māori, ritenga Māori, mātauranga Māori, such as recommendations for the naming of natural features, and by providing for cultural harvest and resource use, the installation of bilingual signage and interpretations panels, thereby enhancing Māori cultural presence in the landscape.
- 4.2.6 Ensure mana whenua partnership and participation in the development of interpretive history information for the Park.
- 4.2.7 Require any proposed project or development within the Park to be analysed against whether the project aligns with the principles of the Plan, and:
  - a) Expresses the identity and heritage of the Park
  - b) Fosters inter-cultural exchanges
  - c) Offers opportunities for cultural connections
  - d) Encourages community inclusion
  - e) Celebrates cultural diversity
  - f) Contributes to environmental awareness
  - g) Contributes to a sense of place
  - h) Enhances visitor experiences

4.0 AHI KĀ ROA | THE LIVING PRESENCE

4.3 NGĀ TOI | ART

The Landmarks philosophy has been adopted by Council to promote civic pride through the enhancement of the natural and built environment. Part of this philosophy is to use art to develop an element of style within the District, and thereby foster civic pride. Art is a great mechanism to attract community response and develop civic pride by creating an environment of diversity, vibrancy and cultural sophistication. It is generally associated with permanent installations like paintings, sculpture or carvings.

Art within parks can increase community interest and enjoyment of the environment, or be used tell stories of its history and significance.

There is currently no art within Eskdale Park.

Council will work with the community and local artists on the provision or commission of any public art installations within the Park and enable the principle of Mahi Toi Creative Expression for the inclusion of mana whenua artists interpreting mana whenua narratives through cultural markers and/or cultural gateways.

Objective

- 4.3.1 To enhance the enjoyment and appreciation of Eskdale Park through the provision of art works that contribute to an understanding of the park’s values and history.

Policies

- 4.3.2 Provide opportunities for the community to contribute to creating unique features within the Park, such as artwork, carvings, local history markers and/or information boards.

4.4 NGĀ ĀHUATANGA WHAKAMAUMAHARA | COMMEMORATIVE FEATURES

Council is often asked by members of the public to place commemorative features in parks within the District.

While Council values the importance of acknowledging significant people and events the location of memorials, commemorative plaques and dedicated structures can detract from the natural setting and can create a feeling of exclusive ownership.

Whilst such commemorations can assist in enhancing amenity, strengthening community values and mark important historic events, the location and number of such features must be managed.

Commemorative features can also add cost to the ongoing maintenance of reserves, and can cause difficulties when the features are damaged, vandalised or require significant maintenance. Council needs to be in a position to control the nature, number and location of such features.

Memorial plantings without plaques are considered to be a suitable way for people to commemorate people and events.

There are currently two commemorative feature within Eskdale Park.

In recognition of the gift of land to the Park, there is a memorial to the late Mr Thomas Clark at the entrance to the Park, and there is a concrete pillar depicting the height of flood waters in 1938.

Objective

- 4.4.1 To consider any request for bequeathed land, gifts and commemorative features to ensure they are managed in a sustainable manner and are beneficial to the Park and wider community.

Policies

- 4.4.2 Consider any request for a bequest or commemoration against:
  - a) The compatibility of the proposed feature in relation to the character and use of the Park
  - b) The benefit to the community using the Park
  - c) The ease and cost of maintenance.
- 4.4.3 Enable memorial plantings (without plaques) where they are part of a Council-approved planting programme.
- 4.5.4 Require gifts of memorial seats or park benches to (a) be in the adopted standard design for consistency throughout the Park and district.





5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

5.1 TE WHAKAHAERE ME TE WHAKATIKATIKA | MANAGEMENT AND MAINTENANCE

Council is responsible for managing and maintaining parks in a cost-effective, socially responsible and environmentally sound manner.

Hastings District Council manages Eskdale Park on behalf of the Crown, according to its Recreation Reserve classification under the Reserves Act 1977.

The maintenance of the Park is undertaken by an external contractor to Council, in accordance with Council’s Public Spaces Maintenance Contract.

The management of the Park must take into account the objectives and policies of this Plan and agreed levels of service.

The primary mechanism by which the provisions of this Plan will be implemented is through Council’s Long Term Plan; more specifically the Asset Management Plan. This specifies the works and actions which will be undertaken in any financial year. The 10-year plan for this work is set out in the Concept Plan and Action Plan.

Objectives

- 5.1.1 To maintain the Park to a standard that meets the recreational needs of the community and user groups.
- 5.1.2 To ensure that the costs of managing and developing the Park are acceptable when compared to national benchmarks.
- 5.1.3 To implement the provisions and actions of this Management Plan in a structured and integrated manner through the Asset Management Plan and Long Term Plan.

Policy

- 5.1.4 Maintain the Park in accordance with the levels of service identified in the contract with Council’s Public Spaces Maintenance Contract.

5.2 TE WHAKAPŪMAUTANGA | SUSTAINABILITY

Council will endeavour to incorporate sustainable practices into the development and management of the Park.

The key management objective for the Park is about maintenance and enhancement of the existing area and protection of natural values: environmental; economic sustainability; social; cultural.

Protecting the Park for future generations and sustainably managing partnerships are important to the ongoing community benefits of the Park.

Objective

- 5.2.1 To incorporate sustainable practices into the provision, management and development of the Park where practicable.

Policy

- 5.2.2 Ensure that sustainable management practices are taken into account in the design, operation, maintenance and development of the Park.

5.3 NGĀ TUKUNGA | CONCESSIONS

Any individual, group or organisation wishing to occupy any part of the Park requires permission from Council. The Reserves Act 1977 governs the ability for concessions to be granted in respect of Eskdale Park.

The powers with respect to issuing concessions on Eskdale Park is provided for in Sections 54 and 59(A) of the Reserves Act 1977.

Section 54 of the Reserves Act 1977 provides that Council may consider applications for concessions on recreation reserves for the following four general purposes:

- Facilities for public recreation and enjoyment
- Erection of structures associated with or necessary for the use of the reserve
- For the playing of any outdoor sports, games or other recreational activity
- For the continuation of any trade, business or occupation provided that it must be necessary to enable the public to obtain the benefit and enjoyment of the reserve, or for the convenience of persons using the reserve.

Section 59A of the Reserves Act 1977 applies to the granting of concessions where a reserve is vested in the Crown. The Council has delegated authority to grant concessions under this section. Section 59A refers to the process for granting concessions under the Conservation Act 1987, so the process may be different than would apply for a reserve vested in the Council.

Temporary Use of a Park - Permits

Eskdale Park is typically used as a venue for small events such as corporate Christmas parties and school sports days. Use of Eskdale Park for such organised events requires the prior approval of Council. Such non-exclusive and temporary events are typically applied for through the Council’s park booking system or by the issuing of a permit.

While events can enhance the public use and enjoyment of the Park, large numbers of people and activities can adversely affect the Park and neighbours. Applications will be determined by Officers on their merits, and on a case-by-case basis, without the requirement for public notification. Consideration will be given to the size of event, health and safety plans, provision of additional facilities such as bins and toilets, need for traffic management plans, and whether it will conflict with any other booking of the Park at that time.

The use of the Park for temporary events is also controlled via rules in the Hastings District Plan.

Commercial Permits

The Council has a legal responsibility under the Reserves Act to licence commercial operators wishing to operate on Council reserves. Commercial use of reserves can detract from the public use and enjoyment of them and therefore, in general, such use is therefore considered inappropriate. However in some instances a commercial activity can complement the purpose of a particular reserve, for example a mobile food stall locating in the Park when a sports day is on, or a market. In such cases, Council may determine that it is appropriate to provide for such commercial activities by way of issuing a permit.

As a Community Park, the Hastings District Plan allows for up to 6 Temporary Events of a commercial nature over a 12

5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

month calendar year (January–December) on the Park for a maximum of 3 consecutive days. The number of people permitted to attend is 3000 and there are various other controls that apply. Commercial activities beyond these parameters require resource consent in addition to any concession required.

Local Community Permits

The use of reserves for non-profit local community temporary events are generally considered to be consistent with the purpose of reserves, and contribute to the community’s enjoyment and use of them. Generally these activities will be supported and permits issued, provided that the activity does not adversely impact on the use or users of the reserve and all other requirements are met (bylaws, District Plan rules)

As a Community Park, the Hastings District Plan allows for up to 12 Temporary Events of a community nature over a 12 month calendar year (January–December) on the Park for a maximum of 3 consecutive days. The number of people permitted to attend is 3000 and various other controls also apply.

Leases and Licences

Leases and licences that provide for the occupation of land are the most common forms of concession granted to an individual, group or organisation wanting to occupy or use part of a park. The term of a concession will depend on the type of permission, the circumstances and the requirements of the Reserves Act 1977.

A Lease will be usually be appropriate where an individual, group or organisation requires the exclusive long-term use of the land. Applications for leases will require the submission of a detailed application, and are required to be publicly notified with a final determination by Council. The usual requirement to comply with other statutory obligations, such as obtaining any necessary resource consents, also apply.

A lease will generally be required from Council for any activity that will:

- require an exclusive use of the Park or an area of the Park;
- change the physical Park environment;
- require a temporary or permanent building or structure to be built or installed;
- be commercial in nature, in other words are for private gain or financial reward, such as a coffee cart or commercial filming

A Licence (or Licence to Occupy) will be issued where an individual, group or organisation requires the non-exclusive use the Park for a specific purpose.

Examples of an activity requiring a licence would be for regular small-scale operations such as a food vendor operating weekly on a park that does not involve the building of a structure or modification of the park. It is likely any licence would be for a term of up to 5 years.

A licence may be issued at the discretion of Council where it will not adversely impact on the reserve or its use or users, where the proposed use is for less than three years, and where Council has the right to resume occupation at any time during that period at the expense of the occupier with one month’s notice.

Before granting a lease or licence Council must consider the nature of the proposed activity, any adverse effects on people

using the Park and effects on existing Park infrastructure and facilities and the values of the Park, Park values include natural, ecological, cultural, historic, recreation and enjoyment.

If an activity is not consistent with the primary purpose of the Park, the application will most likely be declined. It is the applicant’s responsibility to provide a detailed description of the proposal and likely impacts and benefits.

Public notification of the intent to grant a concession is a requirement for any lease or a licence of more than 10 years, and is likely for any other concession that is not provided for in the Reserve Management Plan. The Reserves Act 1977 identifies the public notification requirements for applications for concessions.

Applicants should consult with Council before submitting an application in order to determine the appropriate form of concession, any statutory requirements, whether the activity is potentially appropriate to the location, and the level of information appropriate and necessary to enable assessment of the application.

Existing Concessions

There is an existing lease to graze part of Eskdale Park. This lease will be maintained and administered by the Council in terms of the lease conditions. Council will work with the leaseholder with regard to the long term plan for this leased block, and the vision that the restoration of this land to an indigenous forest block will commence within the coming years.

Objectives

- 5.3.1 To allow the use of the Park for approved uses and activities by the granting of a permit, license or lease where the use or activity satisfies the requirements of the Reserves Act 1977 and any applicable provisions of the Conservation Act 1987; are in accordance with the objectives and policies of this Plan; can avoid, remedy or mitigate any adverse effects on the Park, park users and neighbours; are approved by the Minister of Conservation (if required).
- 5.3.2 To use the power to grant concessions to ensure the most effective use of Eskdale Park for the enjoyment of the whole community.

Policies

General Policies

- 5.3.3 Require that any application for the use of the Park is consistent with the objectives and policies of Section 5.3 of the District Wide Reserve Management Plan.
- 5.3.4 Retain the absolute right to restrict the number of leases, licences and permits granted on the Park, the period, and conditions imposed.
- 5.3.5 Require that applications for a concession be made in writing to the Council and include the following information:
  - a) Description of the proposed activity;
  - b) Description of the location of the activity;
  - c) Description of the potential effects of the proposed activity on reserve use, users or reserve neighbours, and any actions to avoid, remedy or mitigate any adverse effects;

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- d) The type of concession applied for;
  - e) Identification of the duration of the activity, and the reasons for the duration;
  - f) Any additional information required by the Reserves Act 1977 and the Conservation Act 1987.
- 5.3.6 Require that any concession granted on reserve land be in accordance with Council bylaws, District Plan policies, the Reserves Act, the Sale of Liquor Act and regulations, and the Building Act.
- 5.3.7 Charge a fee or rent for all leases, licences and permits in accordance with Section 5.4 Rental and Charges, except where Council has resolved that no or reduced rental or fee is required for local community uses.
- 5.3.8 Notify the public where part or all of the Park is to be closed to public access for an activity at least two weeks before the closure. The activity organisers will be responsible for meeting the cost of public notification.
- 5.3.9 Require the event organiser to have public liability insurance where there is a possibility of serious damage being caused to the reserve.
- Permits**
- Note: where a permit is sought that does not comply with the following matters, permission may be granted by Council after consideration of the reasons for non-compliance and an assessment of the proposal against relevant matters in the Management Plan.*
- 5.3.10 Require that applications for a permit be made to the Council a minimum of 10 days prior to the requested start date.
- 5.3.11 Allow permits for commercial or community activities on the Park, where the use is non-exclusive and temporary and where the adverse effects on other users, the Park and Park neighbours are minimised, and the activity meets statutory and policy obligations.
- 5.3.12 Allow for permits to be issued for a maximum period of three consecutive days unless otherwise authorised by resource consent.
- 5.3.13 Allow for a maximum of 12 Local Community Permits to be issued per calendar year (January – December) on the Park for community activities or events (and ancillary mobile food shops) where there will be no impact on the park use or users and will not conflict with any other approved use of the Park at that time. Permits for additional Community Permits per year will be at the discretion of the Asset Manager. Any exceedance of 12 events is required to be authorised by resource consent.
- 5.3.14 Allow for a maximum of 6 Commercial Permits to be issued per calendar year (January – December) on the Park for one-off commercial activities or events (and ancillary mobile food shops) where there will be no impact on the park use or users and will not conflict with any other approved use of the Park at that time. Permits for additional Commercial Permits per year will be at the discretion of the Asset Manager. Any exceedance of 12 events is required to be authorised by resource consent.
- 5.3.15 Impose conditions on any permits issued regarding fees, hours of operation and maximum duration of event which will be dependent on the nature of the activity and potential impact on the reserve use and users.

- Leases and Licences**
- 5.3.16 Applications for a lease or licence shall be made to the Council a minimum of 6 months prior to the requested start date.
- 5.3.17 A Licence to Occupy may be issued for the temporary use of reserve land at the discretion of Council where it will not adversely impact on the reserve or its use or users, where the proposed use is for less than three years. Such a licence may not require public notification, with the final determination by the Asset Manager.
- 5.3.18 Require all individuals, groups, or organisations requesting a licence or lease for the exclusive use of the Park to apply in writing, with the following information in addition to that required under Policy 5.3.5 to enable an assessment in an equitable and consistent manner:
- a) An explanation of how the proposal is aligned with the Reserves Act 1977, park classification and purpose, objectives and policies of this Plan and how it could benefit the Park and park users;
  - b) A description of the potential adverse effects of the proposal, if any, on the environment and reserve visitors and any actions the applicant proposes to take to avoid, remedy or mitigate the adverse effects;
  - c) An assessment of whether the proposal could reasonably be undertaken in another location which is not on the Park, where the potential adverse effects would be significantly less;
  - c) A statement detailing what other approvals or consents, if any, are required from other agencies;
  - d) Where applicable, Identification of those persons interested in or affected by the proposal, (including Mana Whenua), the consultation undertaken, formal responses from those consulted and the applicant's responses to any issues raised in the formal responses.

- Assessment Criteria for Leases and Licences**
- 5.3.19 Assess applications for leases and licences to occupy or use the Park in accordance with any applicable statutory requirements and against the following criteria:
- a) Legal authority of Council to grant concession
  - b) The degree to which the proposal is consistent with the objectives and policies of this Management Plan
  - c) Whether the proposal is consistent with the Recreation Reserve classification under the Reserves Act 1977
  - d) The adverse effects on the park values, park infrastructure, approved activities and the enjoyment of other park users
  - e) Demonstrated support and demand within the community for the proposal
  - f) The degree to which exclusion of the public is necessary for the protection of public safety, the security or operation of the proposal
  - g) The level of adverse impacts on adjoining neighbours
  - h) The benefits to the local and regional community
  - i) Whether the proposal could reasonably be undertaken in another location on the Park, or on another Park, or outside reserve land, where the potential adverse effects would be significantly less.

5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

- 5.3.20 Give favourable consideration to proposals that:
- a) Enable Mana Whenua to enhance their long-term wellbeing while sustaining the Park's natural and cultural values;
  - b) Increase access for sectors of the community that are not current users of the parks;
  - c) Provide opportunities for park visitors to extend themselves by developing skills in the outdoors;
  - d) Contribute to the local and regional economies
- 5.3.21 Require public notification of applications for leases or licences in a manner consistent with the requirements of the Reserves Act 1977. The applicant will be responsible for meeting any costs of public notifications and hearings if required.
- 5.3.22 Require that any application for a concession that will require vehicle access to the Park from its Yule Road entrance will require consultation with, and approval from Waka Kotahi and Kiwi Rail to assess the activity and associated additional traffic on State Highway 5 and the rail corridor.
- 5.3.23 Review and negotiate all existing lease arrangements on the Park to ensure they meet current lease terms and conditions.
- 5.3.24 Consider applications to renew existing leases against the legislative requirements of the Reserves Act 1977 and how the lease maximises the use of the facility for community use and enjoyment.

5.4 TE RĪHI ME NGĀ UTU | RENTALS AND CHARGES

Council has the ability to fix charges either generally or with respect to specified occasions. There is a rental policy for buildings on Council parks and reserves. This identifies three categories of lessees (1) Sporting/recreation groups; (2) Community groups; and (3) Commercial users with associated tiered rental charges. The Council also sets fees and charges for the short-term use of Council reserves on an annual basis as part of its annual planning process.

- Objectives**
- 5.4.1 To recover costs to the Council associated with the processing of applications and managing the Park.
- 5.3.2 To ensure that all activities authorised by a concession are charged in accordance with Council policy for consistency and transparency.
- Policy**
- 5.3.3 Ensure that all concession arrangements on the Park are being charged in accordance with Council policy and amend or create arrangements to ensure consistency.

5.5 NGĀ WHAIPAINGA HONONGA | NETWORK UTILITIES

Parks are often seen by utility operators as convenient places to locate infrastructure such as drains, water supply and electricity substations. Such infrastructure can however have an adverse impact on the character of a park and its open space qualities and make the maintenance of it more difficult and costly.

Given the open rural character of Eskdale Park and its community use for recreation and play, it is not considered to be a desirable location for the location of network utilities.

- Objectives**
- 5.5.1 To only allow network utilities to locate on the Park where the effects can be remedied or mitigated and they will have a less than minor adverse impact on the recreation use of the Park by the community or can be located where they will have a less than minor negative impact on the open rural nature and tranquillity of the Park.
- 5.5.2 To minimise the impact of utilities on the public use, enjoyment or general visual amenity of the Park.
- Policies**
- 5.5.3 Require any external infrastructure on the Park to be authorised by a concession, following the processes set out above, and only where:
- a) all other options have been investigated;
  - b) there will be less than minor adverse effect on the use or enjoyment of the Park;
  - c) there will be no adverse effects (on the amenity or cultural significance of the Park;
  - d) there will be no increased cost to Council in respect of the maintenance of the Park;
  - e) all utility structures that involve pipes, cables, lines or similar shall be placed underground, except where this is not practicable; and
  - f) the location of the easement will not result in any lost opportunities for Council in terms of the future development of the Park.
- 5.5.4 Permit utility services necessary for the servicing of the Park, its buildings and other facilities within the Park.

5.6 NGĀ WHAKAMĀRAMA TAITARA, WHENUA RĀHUI ANŌ HOKI | TITLE & RESERVE CLASSIFICATION

The Reserves Act 1977 requires all reserves held subject to that Act be classified to reflect their primary purpose.

All of Eskdale Park is vested and held subject to the provisions of the Reserves Act 1977 and is classified a Recreation Reserve. This classification is considered appropriate for the use and facilities on the Park.

- Objective**
- 5.6.1 To ensure the future management and development of Eskdale Park is consistent with the requirements of the Reserves Act 1977.
- Policy**
- 5.6.2 Require that all uses of land and buildings within Eskdale Park are consistent with the Recreation Reserve classification under the Reserves Act 1977.



5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

5.7 TE TANGOHANGA WHENUA ANAMATA | FUTURE RESERVE ACQUISITION

Acquisition of new park land can be considered through purchase, reserve contribution funding, or resource consent subdivision. The Reserves Strategy identifies existing reserve resources, analyses current and future demand for reserves, public amenities and open space, and identifies current deficiencies and future needs for each type of reserve by community.

Eskdale Park is bounded on three sides by residential properties, road reserve and railway line which provides limited scope to extend the boundaries.

The northern boundary of the Park is bound by Te Wai-o-Hingānga | Esk River which may in the future provide land accretion opportunities that will be formalised if appropriate.

Objective

- 5.7.1 To acquire future reserve land that provides for enhanced community recreation space and improved accessibility and connectivity or where acquired by river accretion.

Policy

- 5.7.2 Pursue the acquisition of land where it will provide for linkages or additional open space land for recreation and sport or by natural river accretion.

5.8 TE HOKONGA WHENUA RĀHUI | SALE OF PARK LAND

The Eskdale community has strong historic and cultural links to the park, and derive strong benefit from knowing that it is in public ownership and protected in perpetuity for future generations to enjoy. This is consistent with the wishes of Thomas Clark who donated part of the Park for community recreation and use.

The Park is owned by the Crown and therefore any disposal would require the consent of the Minister of Conservation.

Given the land acquisition history, and importance of the Park to the community, the Council would not support any disposal of all or part of the Park, and will advocate for such retention.

Objectives

- 5.8.1 To recognise the acquisition history and aspirations of Thomas Clark in the gifting of the land for community recreation use.
- 5.8.2 To acknowledge that any revocation or disposal of any part of Eskdale Park would be required to follow the legislative process as outlined in the Reserves Act 1977, and recognise the acquisition history of the land that may require that surplus land be offered back to the original landowner and/or their immediate descendants.

Policy

- 5.8.3 Retain all land parcels contained within Eskdale Park in public ownership in perpetuity for current and future generations in recognition of the aspirations of Thomas Clark in the gifting of the land for community recreation use.

5.9 NGĀ ROHEROHENGA O NGĀ WHENUA RĀHUI | PARK BOUNDARIES

The southern boundary of the Park is bordered by the Palmerston North – Gisborne Railway in Kiwi Rail ownership. The southern Park boundary is delineated by a post and wire fence along its entire length, from Shaw Road to Yule Road.

Yule Road forms the western boundary of the Park, which is delineated by stock proof post and wire fence.

Te Wai-o-Hingānga | Esk River forms the northern boundary of the Park, with no structure in place to delineate this boundary or restrict access. Pan Pac own the forestry block on the northern banks of Te Wai-o-Hingānga | Esk River, opposite the Park.

Objectives

- 5.9.1 To encourage neighbours to be responsive to any issues that may arise in the Park.
- 5.9.2 To give approval for any adjoining land use proposal where there is no adverse effect on the amenities, values or uses of the Park.
- 5.9.3 To ensure the safety of park users by the provision and maintenance of the fence along the southern boundary of the Park with the railway line.
- 5.9.4 To continue good working relationships with Department of Conservation and Hawke’s Bay Regional Council to enable the continued access and establish additional public access along the riparian margin.

Policy

- 5.9.5 Liaise with neighbouring landowners with a view to co-operating on matters of mutual interest or benefit including public access, security issues and fences, maintenance of amenity values and surveillance.



5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

5.10 TE KŌKUHUNGA | ENCROACHMENT

An encroachment is the use of the Park for private purposes which have not been authorised by Council. This includes structures, earthworks, gardens, plantings, access ways and any other uses that give the appearance of private ownership, such that the public are discouraged from using that portion of the Park.

There are currently no formal agreements authorising any adjoining property owners to use any part of it for private purposes, nor are there any known current encroachments onto the Park.

Objective

- 5.10.1 To allow no new encroachment on the Park from adjoining properties without Council consent.

Policy

- 5.10.2 Prohibit any encroachments onto the Park, or private vehicle access through the Park from private property, except where a formal written agreement exists with Council.

5.11 TE HAUMARU ME TE TAKAKINO | SAFETY AND VANDALISM

A Crime Prevention through Environmental Design (CPTED) Audit of the Park has been undertaken to inform future site development, maintenance and long term management of the Park. The purpose is to assist in resolving any current safety issues and provide guidance to avoid or minimise any potential issues as part of ongoing development and maintenance of the Park. This audit recommended that consideration be given to the following items, which have been included where feasible in the Concept Plan in Appendix 4:

- Upgrade park entrance
- Improve wayfinding signage throughout the Park
- Consider public access off Yule Road
- Crown lift vegetation to improve sightlines
- Upgrade and move ablution blocks to central location
- Upgrade and consolidate play areas into one central location
- Retain views to river corridor
- Provide accessible walking trails around the Park and to facilities

Objectives

- 5.11.1 To maintain the integrity and safety of all assets and structures within the Park.
- 5.11.2 To ensure the personal safety of users as far as practicable through the implementation of crime prevention design initiatives.
- 5.11.3 To ensure activities undertaken on the Park are done so in a manner to appropriately ensure the health and safety of all users.

Polices

- 5.11.4 Investigate feasibility of providing CCTV at the entrance to the Park.
- 5.11.5 Require holders of events on the Park to provide a Health and Safety Plan.
- 5.11.6 Require the holders of leases, licences and permits to be responsible for the health and safety of users of their facilities.
- 5.11.7 Adhere to New Zealand Standards and timeliness of inspections of Council assets.
- 5.11.8 Apply Crime Prevention through Environmental Design (CPTED) strategies to developments in the Park.



5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

5.12 NGĀ HONONGA Ā-HAPORI | COMMUNITY PARTNERSHIPS

The involvement of individuals, groups and organisations in park management as volunteers and partners can provide a variety of benefits for the Park and the community. It is envisaged that volunteer programmes will become a major and valued form of participation in the enhancement of Eskdale Park that will be particularly imperative in the success of the creation of the new forest patch.

Community involvement in Eskdale Park could involve:

- Strategic partnerships with other public agencies such as Hawke’s Bay Regional Council and Napier City Council
- Partnerships with mana whenua
- Partnerships with the agencies and groups that share an interest in certain aspects of the Park
- Informal partnerships with individuals and groups, such as the Te Huka Waiohinga (Esk) River Care Group; Hukarere College and Eskdale School; and neighbouring businesses.
- Partnerships with adjoining landowners such as Department of Conservation and Pan Pac to provide enhanced public access opportunities.

The aspirations of the Te Huka Waiohinga (Esk) River Care Group is to restore the biodiversity of the land and water of the catchment by planting native plants along the river; ultimately benefitting the park users who will be able to enjoy the thriving biodiversity. The group’s focal planting site is directly upstream of the Park area, extending from there to the Waipunga Road Bridge. It is the intention of this Plan to support this programme and extend it along the river margins adjacent to Eskdale Park.

Partnerships may also be established with current and future user groups. There are several parks in the District that have active community groups. These groups can be positively utilised to raise funds for enhancement projects, carry out volunteer work and enhance park visitor experiences. The Council will support a community group for the Park provided their intentions and activities are consistent with the overall management direction of the Park, the wishes of the wider community, and the objectives of this Plan.

Sponsorships can also be utilised, involving local businesses offering funds and/or labour to support enhancement projects on the Park. In addition there are often a number of retired experts in revegetation and ecology fields that can be drawn on for assistance.

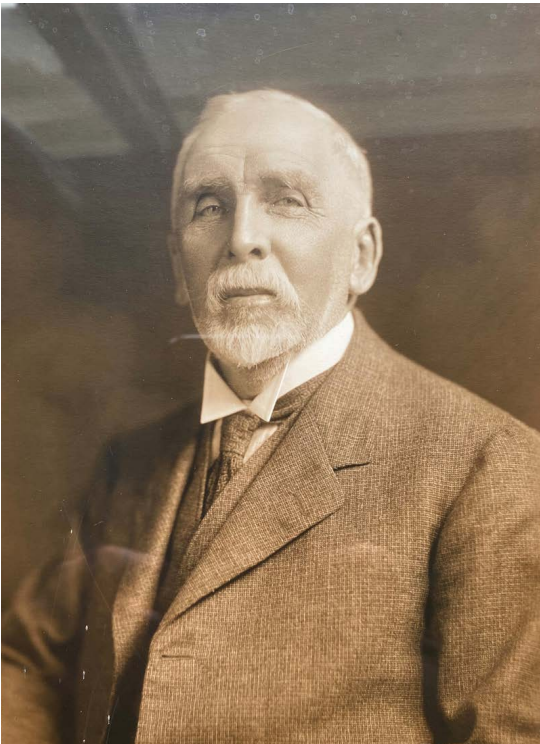
Objective

- 5.12.1 To promote community support for the management of Eskdale Park and delivery of enhancement projects through partnerships and volunteer programmes.

Policies

- 5.12.2 Promote and provide opportunities for mana whenua, businesses, community groups and individuals to work in volunteer programmes that assist in achieving the objectives of this Reserve Management Plan.

- 5.12.3 Support a range of community participation opportunities in the Park, including volunteer programmes, friends groups, sponsorships and partnership agreements.
- 5.12.4 Identify and work co-operatively with any organisation where such partnership results in an effective method to assist in achieving the goals and objectives of this Plan.
- 5.12.5 Encourage and support the active participation of members of the Te Huka Waiohinga (Esk) River Care Group in the ongoing management, maintenance and development of the Park.
- 5.12.6 Support community groups where their activities are consistent with the objectives and policies of this Plan.



5.0 KĀWANATANGA | MANAGEMENT AND PARTNERSHIPS

5.13 TE WHAKATAIRANGA | PROMOTION

To ensure the Park is used and enjoyed by the community, it is important Council promotes its use and the recreational opportunities it provides.

Promotion can be undertaken a number of ways, including on Council’s website, via press releases, the development of information brochures, and providing maps and interpretation panels. Signage is also an important method to advertise the location of facilities within the Park.

Objective

- 5.13.1 To promote the use of Eskdale Park to the community and wider district.

Policy

- 5.13.2 To provide quality promotional communication and information about the facilities and recreational opportunities within the Park.

5.14 TE AROTAKE ME TE AROTURUKI | REVIEW AND MONITORING

All parts of this plan will be kept under a continuous review in order to be able to adapt to changing circumstances or to adapt it in accordance with increased knowledge. Notwithstanding this, a full review will be undertaken 10 years from the final date of approval by Council of this Plan.

Objective

- 5.14.1 To review this Plan regularly in order to conserve, maintain and enhance the values and character of the Park.

Policy

- 5.14.2 Review this Plan every 10 years. In the interim, Council may determine to review part of, or the entire plan, in response to:
- a) Information from monitoring which indicates the need for a review or change;
  - b) Identification of new management issues or problems for which policy is required; and
  - c) Changes in National Policy including new or amended Laws, Regulations or other actions.





WĀHANGA TUAWHĀ  
PART 4

*Te Mahere Whakatutuki  
Me Ngā Angawā*  
ACTION LIST  
AND TIMEFRAMES

NO.	POLICY	ACTION	SHORT TERM 1-3 years	MEDIUM TERM 4-7 years	LONG TERM 8-10 years
1	2.5.3	Design and construct a bespoke rural themed playground			
2	2.7.2	Replace the 2 toilet blocks with 1 new fully accessible toilet			
3	2.8.4	Provide interpretative signage in the Park			
4	2.9.2	Provide additional seats and picnic tables using natural materials to reflect the rural character of the Park.			
5	2.9.3	Provide a community barbecue with associated drinking fountain, shelter and furniture.			
6	2.9.4	Upgrade existing bins within the Park to be of a standard design and adequate size for the rural environment.			
7	2.11.2	Enhance entrance to the Park off Shaw Road			
8	2.11.2	Formalise existing limesand vehicle access road			
9	2.12.2	Construct accessible shared pathway around perimeter of Park			
10	3.1.5	Succession planting of trees around cricket oval			
11	3.1.8	Establish indigenous forest patch in leased area			
12	3.1.9	Enhance planting along riparian margin of river edge			

\* Subject to Annual Plan and Long Term Plan priorities.

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PART 4: ACTION LIST & TIMEFRAMES

PART 4: ACTION LIST & TIMEFRAMES

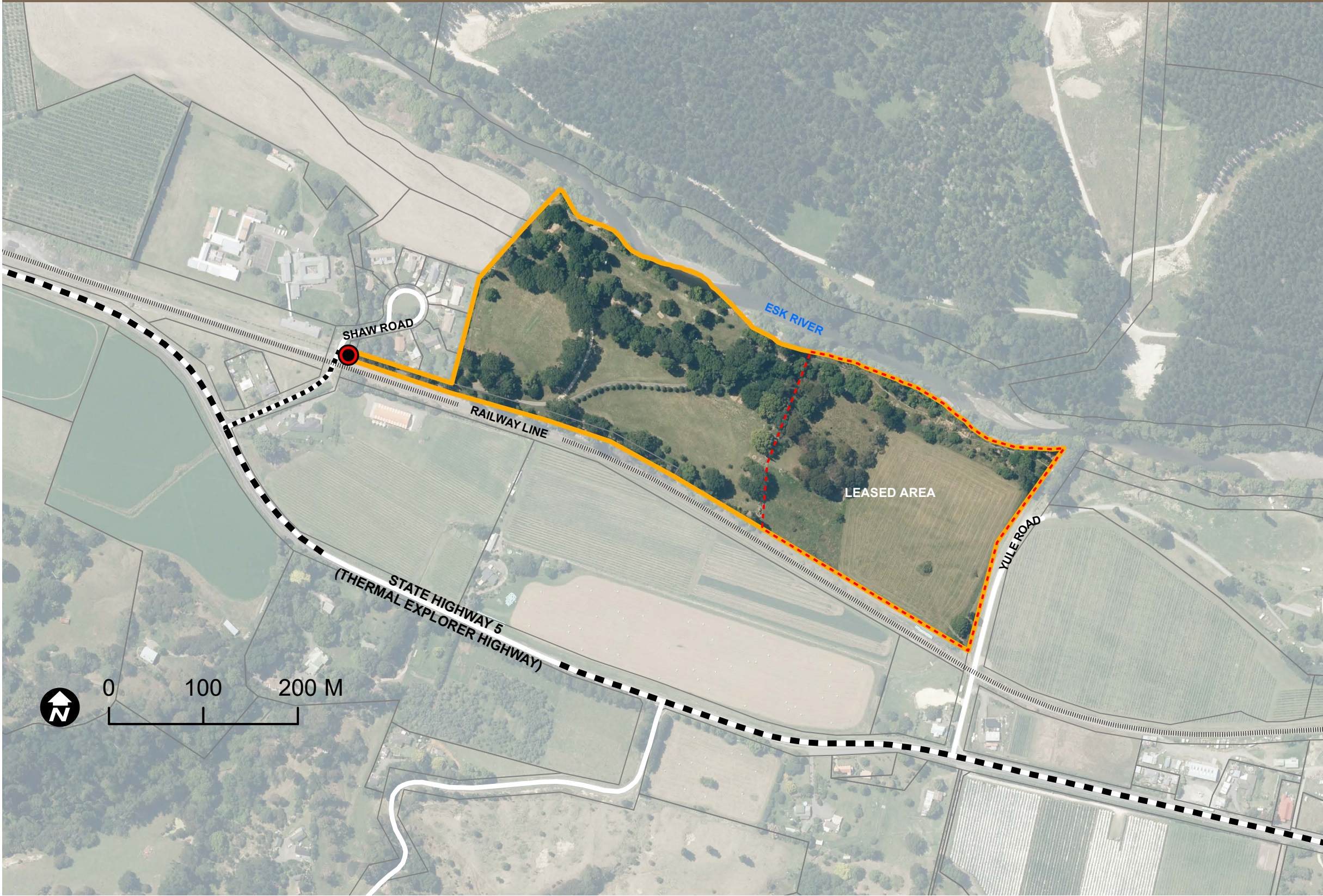
JULY 2022 | DRAFT ESKDALE PARK RESERVE MANAGEMENT PLAN | 65





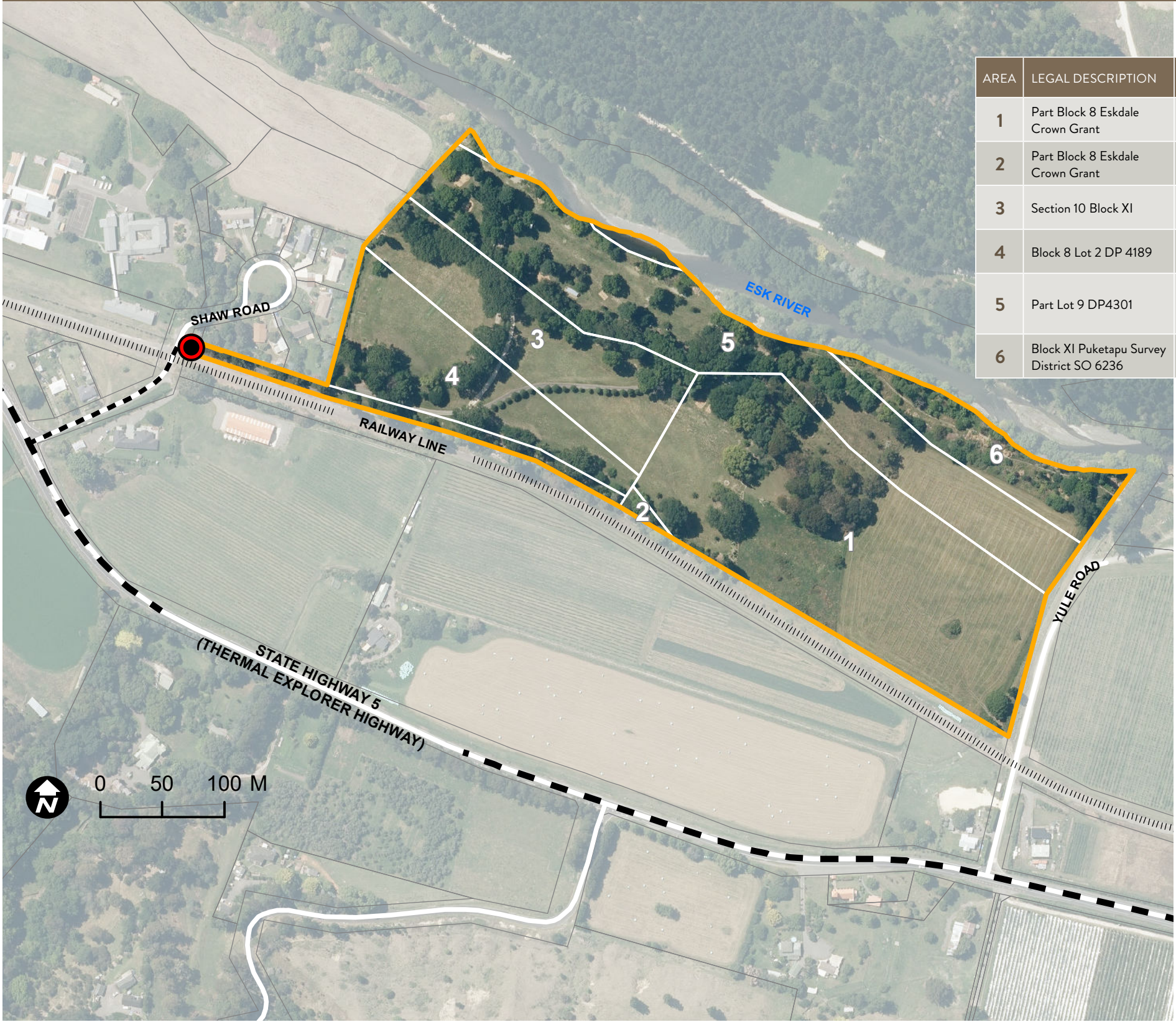


ĀPIHITANGA 1: TE MAHERE TAUWĀHI  
APPENDIX 1: LOCATION PLAN





ĀPIHITANGA 2: TE MAHERE WHIWHINGA WHENUA  
APPENDIX 2: LAND ACQUISITION PLAN



AREA	LEGAL DESCRIPTION	SIZE (IMPERIAL)	SIZE (METRIC)	AQUISITION
1	Part Block 8 Eskdale Crown Grant	11 acres 38.4 perches	4.5487ha	Gifted by Thomas Clark in 1919
2	Part Block 8 Eskdale Crown Grant	1 acre 2 perches	0.4097ha	Gifted by Thomas Clark in 1919
3	Section 10 Block XI	5 acres 35 perches	2.11ha	Crown Land given as a Reserve
4	Block 8 Lot 2 DP 4189	4 acres 25 perches	1.68ha	Gifted by the Estate Thomas Clark in 1923
5	Part Lot 9 DP4301	2 acres 32 perches	0.89ha	River Bed Accretion acquired from B Yule and A Robinson
6	Block XI Puketapu Survey District SO 6236	7 acres 2 roods	3.04	River Bed Accretion







ĀPIHITANGA 4: TE MAHERE HUATAU TŪTOHI  
APPENDIX 4: PROPOSED CONCEPT PLAN



PLAN KEY

- River access points
- Trees to be added
- Proposed shared pathway
- Existing shared pathway
- Existing vehicle access

LEGEND

- Maintained open grass
- Proposed indigenous planting
- Existing exotic trees
- Revegetation planting
- Riparian planting

PROPOSED ACTIONS

- 1 Children's nature playground
- 2 Accessible toilet
- 3 Interpretive signage
- 4 Park furniture
- 5 Community BBQ
- 6 Park bins

- 7 Enhance park entrance
- 8 Formalise limesand road
- 9 Shared pedestrian pathway
- 10 Tree planting around oval
- 11 Establish indigenous forest
- 12 Riparian margin planting

ACTIVE RECREATION ZONES

- A Active Recreation Zone A
- B Active Recreation Zone B
- C Active Recreation Zone C

SCALE | 1:2000 @ A3

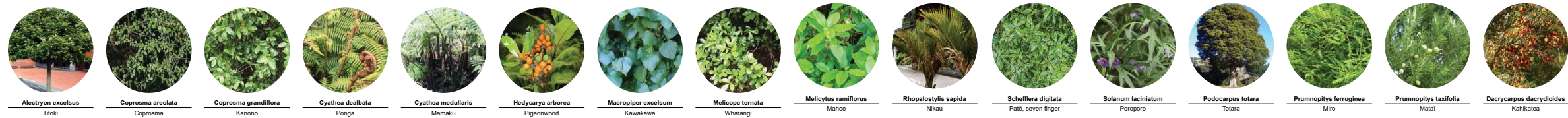




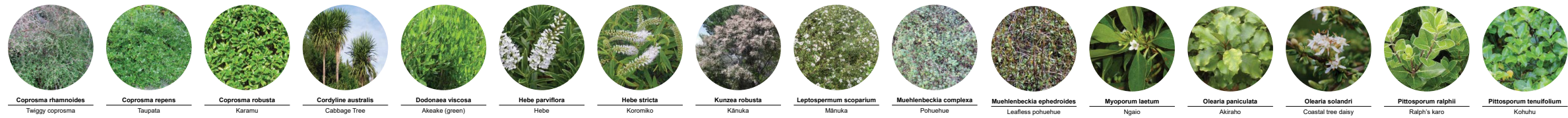
ĀPIHITANGA 5: TE RĀRANGI TIPU TŪTOHI  
APPENDIX 5: PROPOSED PLANTING LIST

Below is a non-exhaustive list of species that could be planted for different conditions based on landform and light levels. It is broadly based on plant species lists compiled by the Esk River Care Group with their learnings from the past 2 years of planting on species survival.

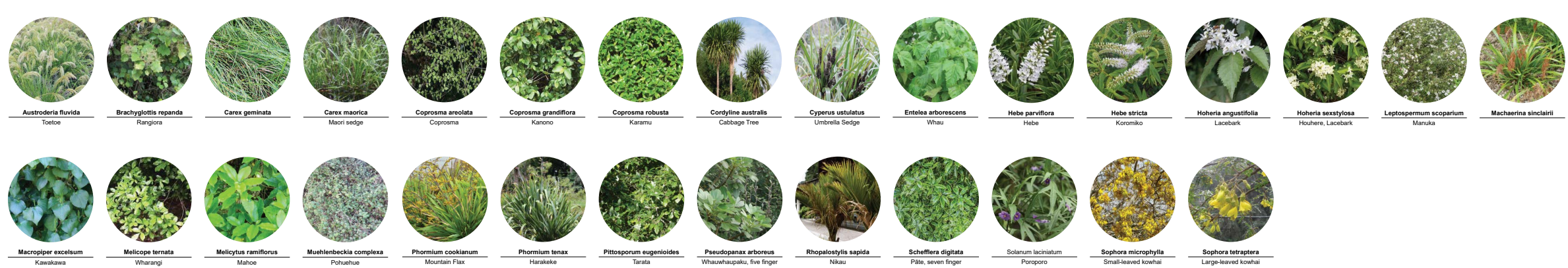
PLANTING PALETTE - UNDER PLANTING ON FLAT AREAS



PLANTING PALETTE - OPEN FLAT PASTURE AREA

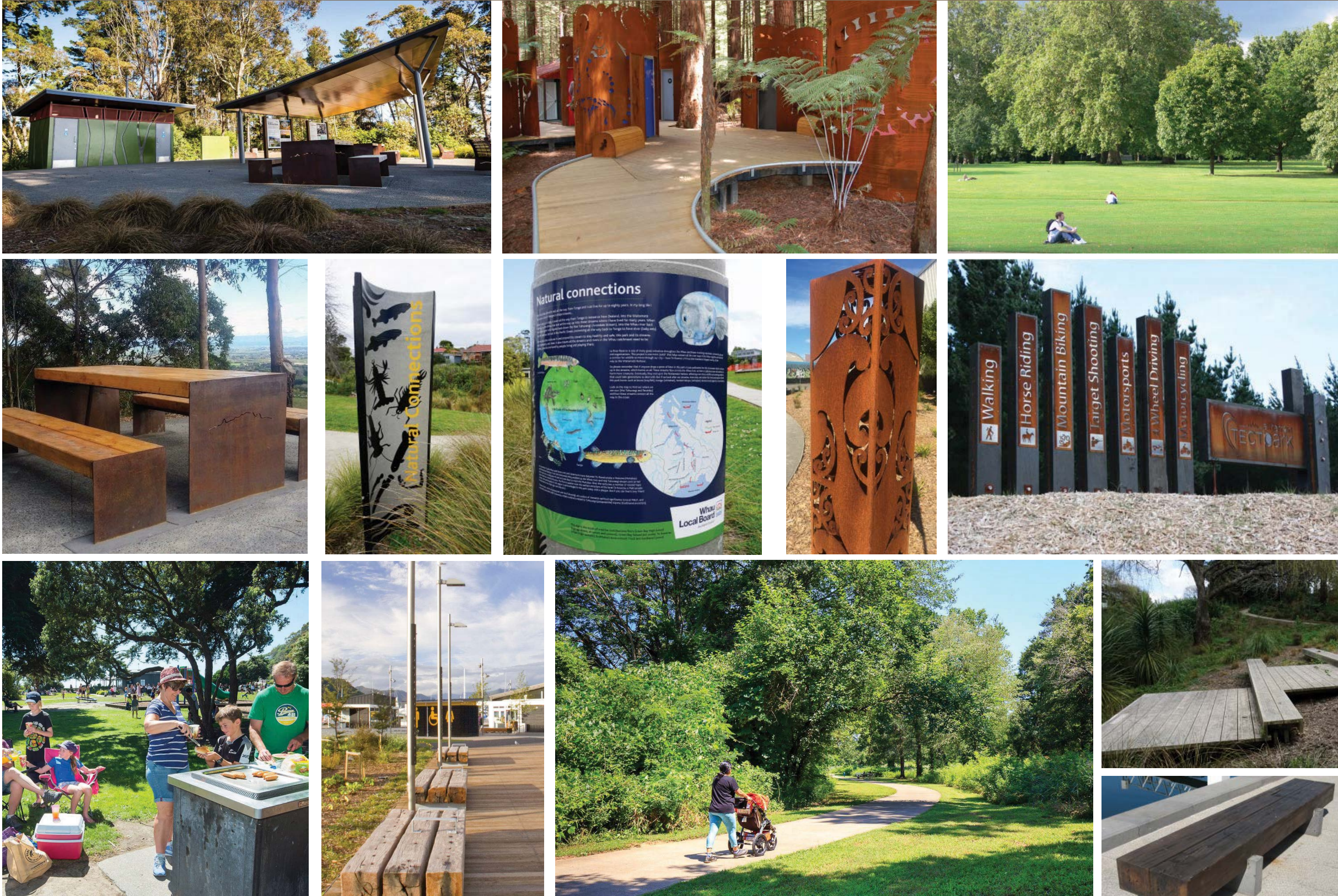


PLANTING PALETTE - UNDER PLANTING WILLOW ON RIVER BANK





ĀPIHITANGA 6: TE KŌWHIRINGA WHAIWHAKAARO - NGĀ TAPUTAPU NOHO ME NGĀ ARA  
APPENDIX 6: DESIGN IDEA PALETTE – FURNITURE AND PATHWAYS





ĀPIHITANGA 6: TE KŌWHIRINGA WHAIWHAKAARO - TE PAPA TĀKARO  
APPENDIX 6: DESIGN IDEA PALETTE - PLAYGROUND



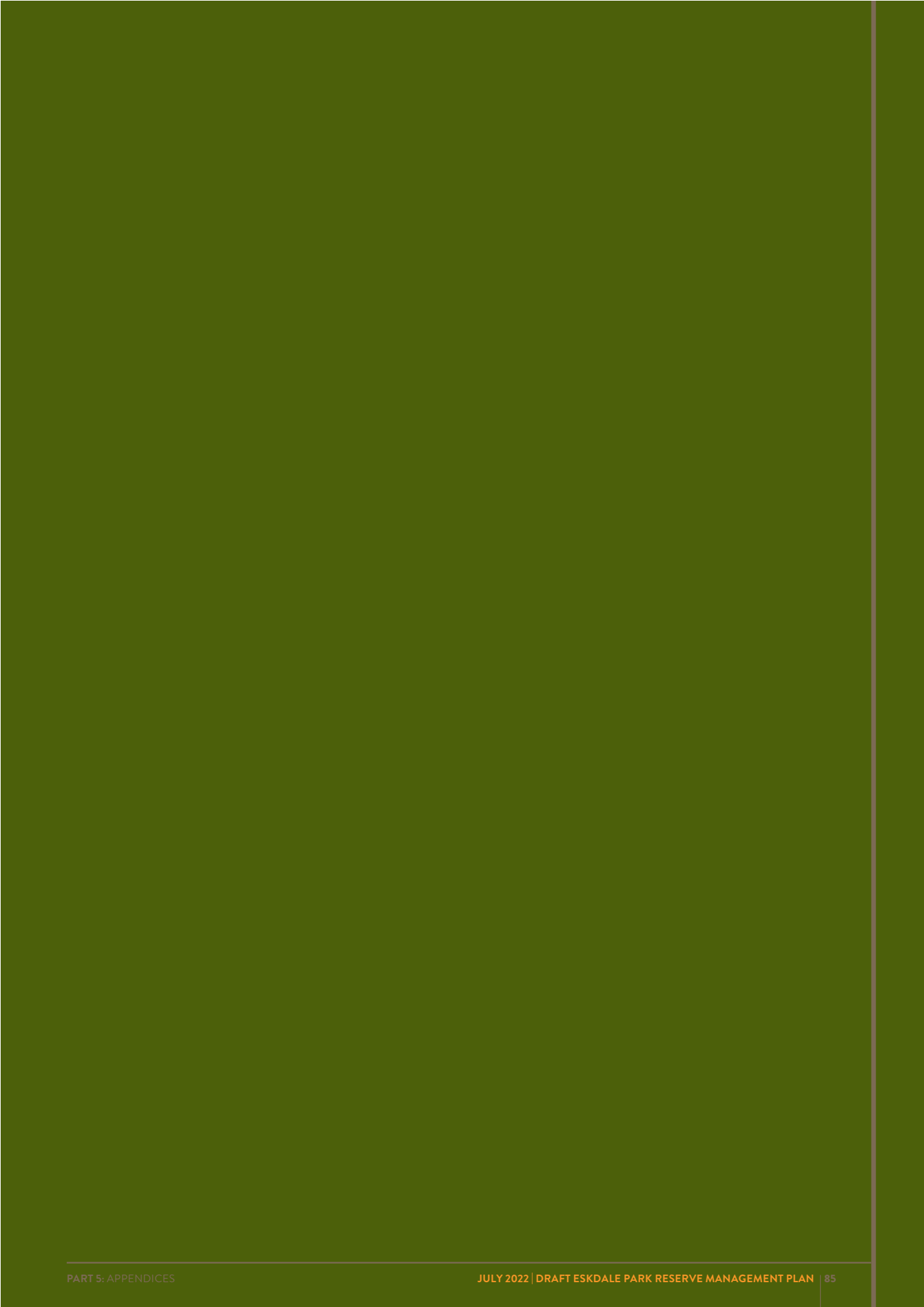


## NOTES

## NOTES

NOTES

Lined area for notes.













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**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

4570322