

Thursday, 4 April 2024

Te Hui o Te Kaunihera ā-Rohe o Heretaunga
Hastings District Council
Hearings Committee Meeting

Kaupapataka
Agenda

Appendix 3 - s32AA Report

(Plan Change 5 – Medium Density Housing)

Te Rā Hui:
Meeting date: **Thursday, 4 April 2024**

Te Wā:
Time: **9.00am**

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

Te Hoapā:
Contact: **Democracy and Governance Services
P: 06 871 5000 | E: democracy@hdc.govt.nz**

Te Āpiha Matua:
Responsible
Officer: **Group Manager: Planning & Regulatory Services - John
O'Shaughnessy**

Hearings Committee – Terms of Reference

Fields of Activity

The Hearings Committee is established to assist the Council by hearing and determining matters where a formal hearing is required in respect of a planning or regulatory function of the Council, including under the provisions of the:

- Resource Management Act 1991
- Building Act 2004
- Health Act 1956
- Dog Control Act 1996
- Litter Act 1979
- Hastings District Council Bylaws
- Local Government Act 1974
- Local Government Act 2002; and
- Hastings District Council Class 4 Gambling Venue Policy.

Membership - Up to 10 Hearings Commissioners (comprising up to 7 elected members of Council and at least 3 external appointed Independent Hearings Commissioners)

- Chair appointed by Council from the membership including external appointed members.
- Deputy Chair appointed by the Council from the membership including external appointed members.
- Under s. 39B of the Resource Management Act, the Chair must be accredited, and unless there are exceptional circumstances, appointees on hearings panels must have accreditation to make decisions on;
 - Applications for Resource Consents.
 - Notice of Requirements given under s. 168 or 189 of the Resource Management Act.
 - Requests under clause 21(1) of Schedule 1 of the Resource Management Act for a change to be made to a Plan.
 - Reviews of Resource Consents.
 - Applications to change or cancel Resource Consent Conditions.
 - Proposed Policy Statements and plans that have been notified.
 - Any hearing of an objection under s. 357C of the Resource Management Act.

Quorum

- a) For Hearings other than Council Initiated Plan Change hearings, a maximum of three members including the Chair (or Deputy Chair, in the Chair's absence) to meet for any one hearing.
- b) For Council Initiated Plan Change hearings, all members may attend and take part in the decision-making process unless the Chair exercises the power of delegation to assign any function, power or duty of the Hearings Panel to any one or more Commissioners.
- c) For Hearings other than Council Initiated Plan Change hearings the quorum shall be two members.
- d) For Council Initiated Plan Change Hearings, the quorum shall be three members.
- e) Members to sit on any hearing other than a Council Initiated Plan Change Hearing shall be selected by agreement between the Chair (or Deputy Chair, in the Chair's absence) and the Group Manager: Planning and Regulatory Services.
- f) For the purpose of hearing any objection in respect of the matters detailed under the Dog Control Act 1996 the Hearings Committee will consist of any three members selected by the Chair.

Kaupapataka

Agenda

Hearing Panel Members:

Chair: George Lyons (Commissioner Chair - External appointee)

Bill Wasley (External appointee)

Councillors Tania Kerr (Deputy Chair), Alwyn Corban, Eileen Lawson,

Wendy Schollum and Marcus Buddo

Ngā mema o te Komiti

Committee Members:

Heretaunga Takoto Noa Māori Standing Committee appointee: -

Vacancy

Apiha Matua

Officer Responsible:

Group Manager: Planning and Regulatory Services - John

O'Shaughnessy

Reporting Planner

Senior Environmental Planner – Policy (Anna Summerfield)

Te Rōpū Manapori me te

Kāwanatanga

Democracy

Governance Services

Christine Hilton (Ext 5633)

Te Rārangi Take

Order of Business

Apologies & Leave of Absence – Ngā Whakapāhatanga me te Wehenga ā-Hui

- 1.0** Leave of Absences had previously been granted to Councillor Lawson and Councillor Buddo
-

Plan Change 5 - "Right Homes, Right Place" - Medium Density Housing

2.0

DOCUMENTS CIRCULATED FOR HEARING - COMPILED AS ONE DOCUMENT

<u>Document 1</u>	The covering administrative report	Pg 1
	Attachment 1 42A - Section 32AA Report	Pg 3

Thursday, 4 April 2024

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

Hastings District Council: Hearings Committee Meeting

Te Rārangi Take

Report to Hearings Committee

Nā:
From: **Christine Hilton, Democracy and Governance Advisor**

Te Take: **Plan Change 5 - "Right Homes, Right Place" - Medium Density**
Subject: **Housing**

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 This is a covering report relating to the Proposed Hastings District Plan hearing – Plan Change 5, “Right Homes, Right Place” – Medium Density Housing.
- 1.2 The agenda documents can be viewed on the Council’s website.
- 1.3 The recommendations are included in the relevant sections of the agenda documents and are not summarised in this covering report.

2.0 Recommendations - *Ngā Tūtohunga*

That the covering report titled Plan Change 5 - "Right Homes, Right Place" - Medium Density Housing, the hearings report and associated attachments, dated 4 April 2024, be received.

Attachments:

[↓1](#) 42A - Section 32AA Report

ENV-17-4-24-542

Hastings Partially Operative District Plan

**Proposed Plan Change 5:
Right Homes Right Place**

**Section 32AA Further Evaluation
Report**

15th March 2024

Section 32AA Report – Proposed Plan Change 5 – Right Homes, Right Place

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Section 32AA Report – Proposed Plan Change 5 – Right Homes, Right Place

1 Introduction

1.1 Purpose of this Report

- 1.1.1 This report presents a further evaluation of proposed plan change 5 (PC5) to the Partially Operative Hastings District Plan (District Plan), in accordance with Section 32AA of the Resource Management Act 1991 (RMA) following the consideration of submissions and preparation of the section 42A hearings report.
- 1.1.2 This further evaluation report is required for the recommended changes that have been proposed to the extent of the Medium Density Residential Zone and the removal of provision for comprehensive residential development in the General Residential Zones of Hastings, Havelock North and Flaxmere as a result of the consideration and analysis of submissions and preparation of the Section 42A hearings report.
- 1.1.3 This report is focused on the changes from the notified version, so should be read in conjunction with the original section 32 report, particularly Section 3 – Statutory Basis for Address the Proposed Amendments to the District Plan, Section 4 – Background and Section 5 Main Drivers of Proposed Plan Change 5.
- 1.1.4 The overall purpose and objectives of PC5 remain:
- To make it easier to build more houses on existing residential land within Hastings, Havelock North and Flaxmere.
 - To provide certainty through a less onerous rule framework that encourages high quality comprehensive residential development (medium density housing);
- 1.1.5 PC5 as notified sought to rezone the existing City Living Zone (situated around the Mahora shops and along Heretaunga Street East) and the areas identified in Appendices 27, 28 and 29 as Medium Density Residential Zone. In addition, comprehensive residential development (medium density housing) was enabled more widely within the General Residential Zone. The main changes proposed by PC5 as notified were outlined in Section 1.2 of the Section 32 Report.
- 1.1.6 As a result of the receipt of submissions and further and better information now available, amendments to PC5 as notified are now recommended. These are considered in further detail below but include a revised extent of the Medium Density Residential Zone to a 400m walkable catchment and removal of provision for comprehensive residential development both within and outside that zone (with some exceptions). These changes are considered to meet the Council's obligations under the National Policy Statement for Urban Development while more closely matching the community's aspirations for growth as expressed through submissions.

2 Section 32AA Evaluation Requirements

- 2.1 Clause 10 of Schedule 1 of the RMA, requires that in making decisions on provisions and matters raised in submissions the decision must include a further evaluation of the proposed plan (including any proposed variation to a proposed plan) in accordance with section 32AA, and may include:

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- i) Matters relating to any consequential alterations necessary to the proposed plan arising from the submissions; and
 - ii) Any other matter relevant to the proposed plan arising from the submissions.
- 2.2 Further evaluations under Section 32AA must include a record of any further work that has been done, and the reasons why the proposed changes are the most appropriate methods. As for the Section 32 evaluation, the further evaluation aims to communicate the thinking behind the proposal to the community from the decision-makers. The evaluation also provides a record for future reference of the process, including the methods, technical studies, and consultation that underpin it, including the assumptions and risks.¹
- 2.3 The further evaluation report under Section 32AA is required for changes that have been made or are proposed for the proposal since the original s32 Report. As officers are recommending changes to PC5, a s32AA evaluation report has been prepared. The report:
- (b) must be undertaken in accordance with section 32(1) to (4); and
 - (c) must, despite paragraph (b) and section 32(1)(c), be undertaken at a level of detail that corresponds to the scale and significance of the changes; and
 - (d) must—
 - (i) be published in an evaluation report that is made available for public inspection at the same time as the approved proposal (in the case of a national policy statement or a New Zealand coastal policy statement or a national planning standard), or the decision on the proposal, is notified; or
 - (ii) be referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with this section.
- 2.4 It is important to acknowledge that the changes evaluated here are not the approved proposal. Rather, they are officers' recommendations as to what the final PC5 should be, based on review of all submissions received. This report is provided to assist the Commissioners and submitters understand the s 32 basis for the recommended changes.
- 2.5 As stated a further evaluation under Section 32AA, must cover the matters set down in Section 32 (1) to (4) This includes:
- Examination of the extent to which changes to the objectives of the proposal are the most appropriate way to achieve the purpose of the RMA (s32(1)(a));
 - whether the changes to provisions in the proposal are the most appropriate way in which to achieve the objectives by identifying other reasonably practicable options for achieving the objectives; assessing the efficiency and effectiveness of the recommended changes to provisions in achieving the objectives; and summarizing the reasons for deciding on the provisions (s32(1)(b)).

¹ Ministry for the Environment. 2014. *A guide to section 32 of the Resource Management Act: Incorporating changes as a result of the Resource Management Amendment Act 2013*. Wellington: Ministry for the Environment.

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2.6 The evaluation report must contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal (s32(1)(c)).

Such an evaluation must take into account:

- the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment that are anticipated to be provided or reduced (s32(2)(a)) and, if practicable, quantify them (s32(2)(b)); and
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions (s32(2)(c)).

2.7 As a further evaluation only those objectives, policies and methods that are recommended to be altered as a result of the consideration of submissions will be subject to this evaluation. The original section 32 evaluation (dated 27 October 2022) will remain valid for all other content.

2.8 As part of the consideration and further analysis of submissions, amendments to the notified objectives and policies are recommended. The tables below show the recommended changes to the relevant notified objectives of PC5.

2.9 The objectives and policies outlined below are shown as notified (black text) with the recommended changes shown in red text (red text underlined shows wording to be inserted and red text struckthrough denotes wording to be removed).

Section 2.4 Urban Strategy Objectives and Policies

Recommended Amendments	
Objective UDO8	<p><i>Enable more people, business, and community services to live and be located in, areas of the Hastings urban environment in which one or more of the following apply:</i></p> <ul style="list-style-type: none"> <i>a. the area is in or near a commercial zone or an area with many employment opportunities.</i> <i>b. the area is well-serviced by existing and planned public <u>and active</u> transport</i> <i>c. there is high demand for housing or for business land in the area, relative to other areas of the urban environment.</i>
Policy UDP14 (retained as notified)	<p><i>In the District’s main urban areas of Hastings, Flaxmere and Havelock North provide for greater building heights and density of development that are commensurate with the area’s accessibility to commercial activities and commercial services and the relative demand for housing and business use in that particular location.</i></p>
Delete as notified Policy UDP15 and replace as a method.	<p>Policy UDP15 Develop local area plans for those areas that meet the criteria identified in UDO8 and UDP14 to ensure sufficient infrastructure capacity, amenity open space, public transport integration and commercial and community services are provided to support a greater density of housing and business in these areas.</p>

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<p>Insert new policy and explanation to provide direction for urban intensification</p>	<p><u>Policy UDP15</u> <i>Direct higher density residential development within the existing urban area to the commercial centres, new urban development areas, and medium density residential zones of Hastings, Havelock North and Flaxmere.</i></p> <p><u>Explanation</u> <i>To provide a clear and transparent approach to urban intensification, the district plan provisions direct more intensive residential development to the medium density residential zone and the centre zones of Hastings, Havelock North and Flaxmere, where there are high levels of amenity, access to services and good transportation links. Medium density development may also be appropriate within new urban development areas where structure planning integrates the provision of commercial areas, public parks, and active and public transport networks. To ensure good design outcomes are achieved, the Hastings Medium Density Design Framework, 2022 outlines a set of key design elements and principles for medium density residential development. The key design elements are included in the District Plan as assessment criteria for residential development and serve to assist in realising the high amenity, liveable residential environments sought by Council and the community.</i></p>
<p>New Method <u>Local Area Plans (LAPs)</u></p>	<p><i>Local Area Plans (LAPs) will be developed for identified medium density development areas that meet the criteria identified in UDO8 and UDP14. LAPs will be prepared through engagement with the community providing a place-based plan to guide future development, urban design and investment. Each LAP will consider matters such as existing context and contain planning recommendations on transport and accessibility, landuse and zoning, character and amenity, sites of significance, open space and environment, infrastructure and natural hazards. Rezoning to support medium density neighbourhoods will occur in time but these plans are intended as a non-regulatory tool in the interim to help guide resource consent proposals and assessments.</i></p>
<p>New Objective UDO9</p>	<p><i>Infrastructure planning is integrated with land use planning to facilitate efficient and affordable urban growth and development of the district.</i></p>
<p>Objective RESZ-02 UDO10 (transferred objective RESZ-02 from Residential Overview Chapter)</p>	<p>Well-functioning residential urban environments that:</p> <ul style="list-style-type: none"> a. enable a variety of housing typologies and living arrangements that: <ul style="list-style-type: none"> i. Meet the needs of different households; ii. Enable Māori to express their cultural traditions and norms; b. Have good accessibility for all people between housing, jobs, community services, natural and open spaces including by way of public or active transport; c. Support reductions in greenhouse gas emissions; d. Are resistant to the likely current and future effects of climate change.

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Section 2.6. Medium Density Housing Strategy Objectives

Recommended Amendments	
MDO1	Promote residential intensification in the form of comprehensive residential development in suitable locations of Hastings, Flaxmere and Havelock North.
MDO2	Ensure that residential intensification provides high levels of environmental amenity <u>in accordance with the planned urban built form environment of the relevant zone.</u>
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 well-functioning urban environment for residents and the wider community
MDP2	Provide for comprehensive a medium density residential zone development in areas within 400m of the Hastings CBD and commercial service zones, and main centres of Flaxmere and Havelock North. Enable medium density residential development within new urban development areas where structure plans provide for the integrated development of commercial areas, public parks, and active and public transport networks. infrastructure capacity for higher housing yields by zoning the appropriate locations for such development Medium Density Residential Zone and enabling comprehensive residential development to occur in the General Residential Zones of the District where it can be demonstrated there is sufficient infrastructure capacity and accessibility to parks, services and public transport
MDP3	Promote residential intensification in the form of comprehensive residential development to ensure that high yield residential development that is designed in a highly integrated manner that and will provide high levels of amenity and liveability <u>consistent with the planned urban built form environment sought for the relevant zone.</u>
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.
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
MDP6	Ensure that infill residential subdivision and development is undertaken in a manner that provides a good level of amenity for future residents, neighbouring residents and the streetscape <u>in accordance with the planned urban built form environment of the relevant zone.</u>

Residential Zones Overview Objectives

RESZ-01 – Purpose	<u>Primary purpose:</u> To provide for residential activities and land use <u>Secondary purpose:</u> To allow activities that support the health and wellbeing of people and communities, where these are compatible in scale and intensity to the planned urban built <u>form</u> environment and amenity values of the zone.
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RESZ-O2 well-functioning Residential Environments – Recommended to be moved to urban strategy section 2.4 – see above UDO10	Well-functioning residential environments that enable a variety of housing typologies and living arrangements that: a. Meet the needs of different households; b. Enable Māori to express their cultural traditions and norms; c. Have good accessibility for all people between housing, jobs, community services, natural and open spaces including by way of public or active transport; d. Support reductions in greenhouse gas emissions; e. Are resistant to the likely current and future effects of climate change.
RESZ-O3 – Planned Built Environments <u>Form</u>	Development is in accordance with the planned residential built form environment and character anticipated in each particular residential zone or precinct and described in the zone-specific objectives.
RESZ-O4 – Infrastructure	Residential intensification and development is supported by sufficient three waters and roading infrastructure, including active transport infrastructure
<u>RESZ-O7</u>	<u>Ageing Population</u> Recognise and enable the housing and care needs of the ageing population
RESZ-P2 - Residential Amenity	Manage the effects of residential activities and development including by applying the eleven key design elements of the Hastings Medium Density Design Framework 2022 to ensure a level of amenity is achieved quality living environment that is consistent with the Hastings Medium Density Design Framework 2022 relative to the particular planned built form environment sought for the zone.
RESZ-P4 – Managing Growth	Provide for compact settlement development and the efficient utilisation of land relative to the characteristics of the particular residential planned built form environment in order to help safeguard the productive nature of the soils surrounding the residential zones of the District.
RESZ-P5 – Infrastructure	Ensure that the three waters and roading infrastructure network has sufficient capacity to accommodate development prior to it occurring and manage the effects of development to ensure the transportation network (including active transport) operates in a safe and efficient manner”.
RESZ-P6 - Supporting Activities	Manage the effects of activities that support the health and wellbeing of people and communities to ensure these maintain the quality living environment in accordance with the and planned built form environment character of the particular zone.

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Medium Density Residential Zone Objectives

MRZ-O1 - Purpose of the Zone	The Medium Density Residential Zone provides for residential living at higher densities than is anticipated in the General Residential Zone where development facilitates the planned urban built form environment of the zone while controlling other activities that support the health and well-being of people and communities to ensure that land within the zone is primarily and efficiently used for medium density housing.
MRZ-O2 – The Planned Urban Environment of the Zone	<p><i>The planned urban built form environment of the zone is characterised by:</i></p> <ul style="list-style-type: none"> <i>a. diversity of housing typologies including townhouses, duplexes, terraces houses and low rise apartments—detached, semi-detached, and terraced housing, low-rise apartments;</i> <i>b. A built form of predominantly two and three storey buildings which are integrated with public and private open space;</i> <i>c. Good quality on-site and off-site residential living environments that provide for the health and well-being of people and communities and are consistent with the key design elements of the Hastings Medium Density Design Framework;</i> <i>d. An urban environment that is visually attractive, safe and easy to navigate and convenient to access.</i>
MRZ-P1 Comprehensive Residential Development	Enable comprehensive residential development with a moderate concentration and bulk of buildings, including a variety of housing typologies to provide choice in the housing market where it is demonstrated that there is sufficient infrastructure capacity to service development
MRZ-P2 Compact Development	Restrict infill development of one additional dwelling on a site to ensure the efficient use of the zone for more compact housing types including duplex, terraced housing and low-rise apartments.
MRZ-P3 – Urban Character	<p><i>Achieve the planned urban built form environment character of two and three storey buildings surrounded by landscaping including by:</i></p> <ul style="list-style-type: none"> <i>a. Limiting height, bulk and form of development;</i> <i>b. Managing the design, appearance and variety of building development;</i> <i>c. Requiring setbacks and landscaped areas that are consistent with an urban character;</i>

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	<p>d. Ensuring developments are consistent with the Hastings Medium Density Design Framework principles and key design elements.</p>
MRZ-P4 – High quality living environment	<p>Manage development to achieve a healthy, safe, high amenity, and comfortable living environment for residents and neighbours that is consistent <u>with the planned urban built form environment and</u> with the principles and key design elements of the Hastings Medium Density Design Framework, including by providing:</p> <ul style="list-style-type: none"> a. Usable and accessible outdoor living space appropriate for the orientation of the site and housing typology; b. Privacy; c. Access to sunlight; d. Functional living spaces; e. Storage including outdoor storage and service areas; f. Safe pedestrian <u>access and/or vehicle access and carparking</u> g. <u>Safe vehicle access and carparking that minimises the impact on pedestrian access to the site and users of any adjacent active transport infrastructure.</u>
<u>MRZ-O4</u>	<p><u>Ageing Population</u> Recognise and enable the housing and care needs of the ageing population</p>
<u>MRZ-P7</u>	<p><u>Changing Communities</u> To provide for the diverse and changing residential needs of communities, and recognise that the existing character and amenity of the Medium Density Residential Zone will change over time to enable a variety of housing types with a mix of densities.</p>
<u>MRZ- P8</u>	<p><u>Larger Sites</u> Recognise the intensification opportunities provided by larger sites within the Medium Density Residential Zone, by providing for the more efficient use of those sites.</p>
<u>MRZ-P9</u>	<p>Provide for a diverse range of housing and care options that are suitable for the particular needs and characteristics of older persons in the Medium Density Residential Zone , such as retirement villages.</p>

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General Residential Zone objectives

The revised approach to PC5 seeks to direct medium density development to the medium density residential zone (**MDRZ**) leaving the general residential zones of Hastings, Havelock North and Flaxmere to primarily accommodate development at densities lower than the MDRZ and in accordance with the existing operative performance standards. Therefore, to implement this approach, it is recommended that objectives and policies in this zone retain their operative wording except where there is a need to remove provision for comprehensive residential development and/or a change needs to be made to align with Policy 6 of the NPS-UD in terms of considering effects on amenity and character in relation to the planned urban built form environment.

The objectives and policies outlined below are shown in their operative, as notified and as recommended versions to enable the changes to be more easily understood. The recommended changes are made to the as notified version and with amendments shown in red underlined / struckthrough text.

HASTINGS, HAVELOCK NORTH AND FLAXMERE GENERAL RESIDENTIAL ZONE – OBJECTIVES

Objective / Policy Reference	Operative Wording	As Notified Wording	As Recommended Wording
Hastings GRZ 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.	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 <u>ensuring a quality living environment for residents and neighbours.</u>	Operative wording recommended
Hastings GRZ objective RO2	To ensure that the amenity of the present character of the residential environment is maintained and enhanced by managing design, layout, intensity and land use activities.	To ensure a high quality that the amenity of the present character of the residential environment is maintained and enhanced by managing, design, layout, intensity and land use activities.	To ensure that the amenity and of the present character of the residential <u>planned urban built form</u> environment is maintained and enhanced by managing design, layout, intensity and land use activities.
<u>Objective RO6</u>			<u>Recognise and enable the housing and care needs of the ageing population</u>
Havelock North GRZ objective HNRO6	To ensure that intensification of housing in Havelock North is sympathetic to the existing environment in its design and location.	To ensure that intensification of housing in Havelock North is sympathetic to the existing environment in its design	To ensure that intensification of housing in Havelock North is sympathetic to the existing environment <u>consistent</u> in its design and

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		to create a high quality living environment for residents and neighbours and location.	location <u>with the planned urban built form environment sought for the zone.</u>
Flaxmere GRZ Objective FRO4	To ensure a high standard of residential amenity for residents of and visitors to Flaxmere so that it is an enjoyable and attractive place to live and visit.	No changes proposed as notified	FRO4 To ensure a high standard of residential amenity <u>consistent with the planned built form environment</u> , for residents of and visitors to Flaxmere so that it is an enjoyable and attractive place to live and visit.

HASTINGS GENERAL RESIDENTIAL ZONE POLICIES	
Policy RP3	<p><i>Manage the scale and intensity of residential development to ensure that it relates positively to the quality of the collective streetscape and avoids adverse effects on neighbourhood amenity, environmental quality, community health and safety.</i></p> <p><u>Explanation</u> The HPUDS study revealed that significant urban intensification has already taken place but concluded that density increases are still possible and necessary in the existing residential centres, having regard to market demand and residential preferences and the opportunity to manage the effects associated with higher density environments. Residential intensification will take some pressure off the Heretaunga Plains land resource and can contribute to improved diversity, amenity, and sense of place if planned and managed carefully <u>in accordance with the planned urban built form environment sought for the zone.</u> The provision for comprehensive residential development as a Restricted Discretionary Activity in specified areas of Hastings will allow for a site by site assessment of the potential impact of additional development, acknowledging that some of these developments can be appropriately integrated into existing residential areas.</p>
Policy RP4	<p><i>Maintain and enhance a high standard of amenity in <u>accordance with the planned urban built form</u> the residential-environment while enabling development innovation and building variety</i></p> <p><u>Explanation</u> Residential amenity in Hastings is dependent upon achieving minimum environmental standards for all developments which are regulated through District Plan provisions. However, it is through innovative building design that high levels of residential amenity for residents can be achieved, by designing buildings specifically for the</p>

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	<p>Hawke's Bay climate and outdoor lifestyle. When translating this to built residential form, it means maximising the ability to benefit from this Hawke's Bay environment through building design, site layout and connection with the outdoor space and context. In implementing the HPUDS strategy it will also mean being innovative in maximising floor area to land area ratios by using double story housing typologies in a manner that maintains amenity.</p> <p>The removal, re-positioning and relocation of residential buildings support the achievement of the HPUDS intensification targets. As such the removal and re-positioning of buildings are provided for as permitted activities in the Hastings General Residential and City Living Zones as these activities are encompassed in the definition of Residential Activity. In the Hastings Character Residential Zone the re-positioning, removal or demolition of post 1950s dwellings is permitted. However, re-positioning, removal or demolition of dwellings built prior to 1 January 1950 are discretionary activities in order to retain these character homes in their original location.</p> <p>Relocated building activities are managed in the Hastings General Residential and City Living Zones through a Permitted Activity status subject to specific performance standards in order to ensure that these buildings are appropriately repaired and upgraded to maintain the character of each particular residential environment. Within the Hastings Character Residential Zone relocated buildings are considered on the same basis as the construction of new residential buildings, as restricted discretionary activities (non-notified).</p>
<p>Policy GRP3 – this policy is recommended to be deleted and replaced with a new policy to enable medium density development within new urban development areas of the Hastings GRZ.</p>	<p><u><i>GRP3 (recommended replacement policy)</i></u> <u><i>Provide for medium density residential development within the existing new urban development areas linked to servicing capacity and where structure plans provide accessibility to amenities including commercial areas, public parks, and active and public transport networks.</i></u></p> <p><u><i>Explanation</i></u> <u><i>The existing new urban development areas are an appropriate way to provide for new housing at higher densities than the general residential zone allows for and can lead to better amenity outcomes provided that commercial areas, public parks, and active and public transport networks are included in the structure plan for the area. Applications for higher densities in these areas will be assessed against the specific structure plan criteria, including the servicing capacity and medium density residential zone provisions.</i></u></p> <p><u><i>Existing Policy GRP3 as notified (recommended to be deleted)</i></u> <u><i>Provide for comprehensive residential development on sites at locations that are located in close proximity within walking distance (400-600m) of to high quality public amenities public parks and commercial centres and are located on public transport routes.</i></u></p> <p><u><i>Explanation:</i></u></p>

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	<p><i>Comprehensive residential development is an appropriate way to provide for new housing in Hastings and can lead to better amenity outcomes than traditional infill development. It has been specifically provided for within the City Living Medium Density Residential Zone, however provided that the comprehensive residential developments are in close proximity to amenities, such as shopping areas, public transport routes and public parks, such development can also be appropriate in the General Residential zone. This type of development is therefore envisaged in identified locations within the General Residential Zone (refer Appendix 27 Figures 1-3). Comprehensive Residential Development <u>will be assessed in terms of the key design elements of the Hastings Medium Density Design Framework and whether there is sufficient infrastructure available to service the development. Of particular concern is provision for a quality living environment and a positive contribution to the public streetscape and neighbourhood in general. May also be appropriate in other locations in the General Residential Zone, however the suitability of such sites will need to be assessed on a case by case basis. Within the Character Residential Zone, an overlay provides for comprehensive residential development in certain streets overlooking or directly adjacent to Cornwall Park. Cornwall Park provides residents with high quality recreation space and because of the Park's appeal and attractiveness, the properties identified in Appendix 27 Figure 2 are considered to be a prime location for increasing the density of residential activity. The underlying character zone provisions however will ensure that new development is respectful of and complements the existing residential amenity and character of this area.</u></i></p>
<p>GRP4 recommended amendments to operative version to remove reference to comprehensive residential development</p>	<p><i>Manage the scale and intensity of infill housing and comprehensive residential development to avoid adverse effects on the local neighbourhood character and amenity.</i> Explanation In achieving the consolidation of the Hastings residential environment sought by HPUDS it is unrealistic to expect all new housing to be part of comprehensive residential development, particularly given the large site sizes that such development requires. Therefore, some infill development is also will be necessary. There are already concerns around the quality of infill development established during the 1990s and 2000s. Any new infill must occur in accordance with quality design and site layout that is consistent with the planned urban built form environment sought for the zone is sympathetic to the surrounding environment. Higher residential density will also require certain design criteria and locations for such development will need to be carefully considered. It is not simply the environmental effects of such development that are of concern, but also the impact such development has on the wellbeing of the community and those who live in such developments. This means that new infill development will need to address the issues that have caused concern with previous developments as set out in Policy RP1 above.</p>

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<p><u>Policy GRP5</u></p>	<p><u>Provide for a diverse range of housing and care options that are suitable for the particular needs and characteristics of older persons in the General Residential Zone, such as retirement villages. Recognise the functional and operational needs of retirement villages</u> <u>Explanation</u> <u>The ageing of the population is a significant factor for housing considerations and the Housing Development Capacity Assessment 2021 predicts that over the next 30 years one person and couple only households will make up about 80% of future demand. While the smaller household size will not necessarily comprise entirely of older age cohorts the rate of increase of older persons in our community is significant and will be higher than the national average. Retirement villages play an important role in meeting these housing needs. Intensification in close proximity to amenities, such as shopping areas, public transport routes and public parks, can be appropriate in the General Residential Zone and this also applies to retirement village development. However the infrastructure that is required to service these developments is also of major concern and this is reflected in the activity status of the development. The exceptions to this are the new development areas, such as Howard Street where provision has been made for an element of more intensive development .</u></p>
<p>HAVELOCK NORTH GENERAL RESIDENTIAL ZONE OBJECTIVES AND POLICIES</p>	
<p><u>HNRO6B</u></p>	<p><u>Recognise and enable the housing and care needs of the ageing population</u></p>
<p>HNRP9</p>	<p><i>Manage the scale and intensity of consolidation and infill development to avoid adverse effects on local neighbourhood amenity</i> <i>Explanation</i> <i>HPUDS has identified that further development in Havelock North should occur as consolidation of the existing urban environment. This will mean that higher density housing is provided for in the Medium Density Residential Zone close to the village centre and amenities, is required in some locations, and some infill development and consolidation will continue to occur in accordance with the provisions of the General Residential Zone and Medium Density Design Framework will also occur. There are already concerns around the quality of infill development established during the 1990s and 2000s, and that any further <u>redevelopment or infill must occur in accordance with quality urban design principles (outlined in the Medium Density Design Framework) that achieve high quality living environments consistent with the planned urban built form environment of the General Residential zone that is sympathetic to the surrounding environment. Higher residential density will also require certain design criteria and locations for such development will need to be carefully considered.</u> It is not simply the environmental effects of such development that are of concern, but also the impact such development has on the wellbeing of the community and those who live in such developments.</i></p>

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<p>HNRP10 – recommended to be deleted and replaced with a new policy equivalent to GRP3 (Hastings GRZ) to provide for medium density development in new urban development areas of Havelock North.</p>	<p><u><i>Policy HNRP10 (recommended replacement policy)</i></u> <u><i>Provide for medium density residential development within new urban development areas where structure plans provide accessibility to amenities including commercial areas, public parks, and active and public transport networks.</i></u></p> <p><u>Explanation</u> <u><i>New Urban development areas are an appropriate way to provide for new housing at higher densities than the general residential zone allows for and can lead to better amenity outcomes provided that commercial areas, public parks, and active and public transport networks are included in the structure plan for the area. Applications for higher densities in these areas will be assessed against the specific structure plan criteria and medium density residential zone provisions.</i></u></p> <p><i>Policy HNRP10 as notified version (recommended to be deleted)</i> <u><i>Provide for comprehensive development on a limited basis and in appropriate locations on sites that are located within walking distance (400-600m) of public parks, or commercial centres and are located on public transport routes.</i></u></p> <p><u>Explanation</u> Comprehensive residential development (medium density housing) has been identified as an appropriate way of providing for new housing development in existing urban areas. This type of housing is provided for <u>specifically in the Medium Density Residential Zone</u> in Havelock North; however it is only <u>may also be</u> appropriate in <u>the General Residential Zone</u> in certain locations, typically in close proximity to the Village Centre where amenities are a short walking distance and parks and reserves are close by. Vacant greenfield land within new development areas provides a unique opportunity to develop land for compact house types without the constraints that exist within an existing residential area. This type of development also serves to provide for a variety of housing choice within these new residential areas. Appropriate locations for comprehensive residential development within new development areas are described and/or shown within the respective structure plans for each particular area. While comprehensive residential development is envisaged in the General Residential Zone, it would not be encouraged in the Character Residential Zone. Comprehensive residential development will be assessed in terms of <u>the key design elements of the Hastings Medium Density Design Framework and whether there is sufficient infrastructure available to service the development its compatibility with the existing residential environment.</u> Of particular concern is provision for <u>adequate site size and street frontage, outdoor living areas, and a quality living environment and a positive contribution to the streetscape and neighbourhood in general.</u></p>
<p><u>HNR10C</u></p>	<p><u><i>Provide for a diverse range of housing and care options that are suitable for the particular needs and characteristics of older persons in the</i></u></p>

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	<p><i><u>Havelock North General Residential Zone such as retirement villages. Recognise the functional and operational needs of retirement villages.</u></i></p> <p><u>Explanation</u> The ageing of the population is a significant factor for housing considerations and the Housing Development Capacity Assessment 2021 predicts that over the next 30 years one person and couple only households will make up about 80% of future demand. While the smaller household size will not necessarily comprise entirely of older age cohorts the rate of increase of older persons in our community is significant and will be higher than the national average. Retirement villages play an important role in meeting these housing needs. Intensification in close proximity to amenities, such as shopping areas, public transport routes and public parks, can be appropriate in the Havelock North General Residential Zone and this also applies to retirement village development. However the infrastructure that is required to service these developments is also of major concern and this is reflected in the activity status of the development. The exceptions to this are the new development areas, such as Brookvale where provision has been made for an element of more intensive development.</p>
<p>FLAXMERE GENERAL RESIDENTIAL ZONE OBJECTIVES AND POLICIES</p>	
<p><u>Objective FRO6</u></p>	<p><i><u>Recognise and enable the housing and care needs of the ageing population</u></i></p>
<p>Policy FRP5</p>	<p><i>Enable and provide for the development of a range of housing types through subdivision, comprehensive residential development provisions and dialogue on housing types that suit the diverse needs of the community and incorporate good urban design principles.</i></p> <p><u>Explanation</u> This Policy recognises the need to attract a variety of housing types to Flaxmere to better cater for the differing household compositions of the community. Council can encourage developers and facilitate dialogue with community representatives to promote a variety of housing types that are appropriate and desired to meet community needs. The minimum site size is amended to better suit the family preferences of the residents which in Flaxmere tends to be a greater number of people per household than in other areas.</p> <p>Comprehensive Residential Development is provided for as a Discretionary activity. This would provide the opportunity, via the Consent process, for developers to provide housing at greater densities in a comprehensive and designed way. Developments are subject to design requirements via assessment criteria to ensure visual surveillance and consideration of the facilities and public spaces in the proximity. Building design and layout for such development needs to consider connections to the street, relationships with adjoining sites, onsite access as well as landscaping and visual amenity- A number of strategic documents</p>

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	<p>completed for Flaxmere, such as the Urban Design Framework and the Health Impact Assessments, can be the basis for dialogue with key developers regarding housing options and accommodation alternatives suitable for Flaxmere.</p>
<p><u>Policy FRP14</u></p>	<p><u>Provide for a diverse range of housing and care options that are suitable for the particular needs and characteristics of older persons in the Flaxmere Residential zone, such as retirement villages. Recognise the functional and operational needs of retirement villages.</u></p> <p><u>Explanation</u> The ageing of the population is a significant factor for housing considerations and the Housing Development Capacity Assessment 2021 predicts that over the next 30 years one person and couple only households will make up about 80% of future demand. While the smaller household size will not necessarily comprise entirely of older age cohorts the rate of increase of older persons in our community is significant and will be higher than the national average. Retirement villages play an important role in meeting these housing needs. Intensification in close proximity to amenities, such as shopping areas, public transport routes and public parks, can be appropriate in the Flaxmere Residential Zone and this also applies to retirement village development. However the infrastructure that is required to service these developments is also of major concern and this is reflected in the activity status of the development.</p>

In summary, the changes to be further evaluated are:

- i) The revised spatial extent of the Medium Density Residential Zone (MDRZ)
- ii) The removal of rules in the MDRZ and GRZ (except new urban development areas of Howard St and Brookvale) that provide for comprehensive residential development and replacement with a simplified rule structure based on the number of residential units;
- iii) The inclusion of rules for vacant lot subdivision in the MDRZ as a consequence of the removal of comprehensive residential development rules.
- iv) The inclusion of a policy and rule framework for the provision of retirement housing.

3 Statutory Basis for Addressing the Proposed Amendments to the District Plan

In terms of managing long-term land use associated with urban growth and associated strategic infrastructure, Section 74 of the RMA outlines the requirements for District Councils in terms of the preparation of, and any change to, their district plan in accordance with their functions under section 31 and the provisions of Part 2 of the RMA.

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Proposed PC5 aligns with the purpose of the RMA. The reasoning and discussion of the statutory basis for the plan change can be found in section 3 of the original section 32 evaluation report.

There are also a number of higher order planning documents that provide for the direction and rationale behind PC5. These are all considered in detail in the original section 32 evaluation report.

4 Further information available since notification of plan change 5

4.1 Since notifying PC5, there has been significant new information, including through the 152 submissions and 33 further submissions, and through the receipt of the following reports:

- The HDC Infrastructure Constraints Report (May 2023),
- Market Economics economic modelling and analysis of potential development capacity (December 2023)

4.2 How these have influenced the recommended changes to PC5 is summarised below.

4.3 Submissions

4.4 152 submissions and 33 further submissions were received on the plan change. Submissions received on the spatial extent of the MDRZ were at opposite ends of the spectrum i.e. seeking significant expansion of the zone (mainly from corporate submitters such as Kainga Ora), or seeking its removal altogether (mainly from residents).

4.5 Based on submissions, officers consider that the Hastings community largely considers the MDRZ is unnecessary and it is clear that they are finding it difficult to accept higher densities within their neighbourhoods.

4.6 In considering changes to PC5 in response to submissions, officers have sought to deliver on the directives of the NPSUD, but also not to provide for more medium density than is necessary to meet demand. This responds to concerns within the community and seeks to ensure that the changes associated with more intensive housing can be transitioned into, and appropriately targeted.

4.7 Infrastructure Constraints Report

4.8 This report provided significant assistance in understanding the capacity and constraints within the existing network, which is critical to medium density housing being able to be delivered.

4.9 Council is currently progressing with major capacity upgrade projects to address infrastructure deficiencies at a network wide level identified in the Infrastructure Constraints Report.

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4.10 This greater level of knowledge, along with funding from the Infrastructure Acceleration Fund that will provide for the construction of a new wastewater link to free up internal capacity, provides the certainty that servicing capacity will be made available for the new MDRZ.

4.11 Market Economics Report

4.12 The purpose of this report was to ascertain whether PC5 as notified, as well as three other possible option scenarios, would provide sufficient development capacity to meet the housing demand over the next 30 years (being a requirement under the NPSUD).

4.13 This report concluded that each of the scenarios tested would provide a feasible capacity of between 26,000 - 31,000 dwellings and therefore any option would provide more than sufficient capacity to meet the housing bottom lines for Hastings District over the 30-year period, which total 12,830 dwellings.

4.14 This provided certainty that PC5 would meet Council's obligations and also that there was some flexibility in terms of how intensification could be provided for within the District Plan.

4.15 For more information and discussion of these reports refer to the s42A introductory report. Full copies of the Infrastructure constraints report and Market Economics Report can be found in Appendix 12 and Appendix 6 respectively of the section 42A report.

5 Revised Approach to Plan Change 5 as a result of analysis of submissions

5.1 The greater level of knowledge of the existing infrastructure network provided through the completion of the Infrastructure Constraints Report, along with funding from the Infrastructure Acceleration Fund that will provide for the construction of a new wastewater link to free up internal capacity, allows for the MDRZ to be extended beyond what was proposed at the time of notification of Plan Change 5.

5.2 This knowledge of infrastructure capacity combined with the viewpoints of the community expressed through submissions and the development capacity analysis undertaken by Market Economics, have allowed us to revisit the boundaries of the medium density zone from those that were originally notified.

5.3 Medium Density Residential Zone Extent

5.4 Officers are now recommending the MDRZ be applied to a 400 metre walkable catchment (5 minute walking distance) around the CBD and main transport corridors of Hastings and the village centres of Havelock North and Flaxmere.

5.5 The change has been recommended largely in response to submissions requesting that the zone boundaries be reflective of the accessibility criteria of the NPS-UD. A methodology for the revised extent of the MDRZ considers accessibility in terms of Waka Kotahi's VKT (Vehicle Kilometres Travelled) programme and determined that a 400 metre walkable catchment around the central business district and main transport corridors of Hastings and the village centres of

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Havelock North and Flaxmere is an appropriate measure of accessibility to commercial needs and community services in a provincial city such as Hastings. The 400m (or 5 minute walking distance) walkable catchment is considered to better align the zone boundaries with the intent and objectives of the NPS-UD.

5.6 The revised boundary is also considered more transparent and easy to understand for Plan users.

5.7 Hastings Character Residential Zone within the 400m walkable catchment for MDRZ

5.8 An exception to the application of the MDRZ to the 400m walkable catchment is proposed for properties currently zoned Character Residential. It is recommended that all Character Residential zoned properties within the 400m walkable catchment retain their current zoning rather than have the medium density residential zone applied to them. The reasons for recommending these sites retain to their operative zoning and removing development rights for CRD activities are:

- The Character Residential zoned sites are valued by the community for their importance in establishing a high amenity environment surrounding Cornwall Park;
- As established by the Market Economics report, sufficient development capacity can be provided with accessibility to main commercial centres without enabling further development of these properties.

5.9 General Residential Zones outside the 400m walkable catchment

5.10 As noted above, the notified version of PC5 proposed to enable Comprehensive Residential Development (CRD) in all General Residential Zones (GRZs). This was an extension of the provision for CRD in specified areas of the District, identified in Appendix 27, 28 and 29 of the District Plan.

5.11 Officers are now recommending that Comprehensive Residential Development not be provided for outside the MDRZ, including in areas previously identified as appropriate for that type of development.

5.12 The exception is that CRD is recommended to still be provided for in the existing greenfield urban development areas of Howard Street, Hastings and Brookvale, Havelock North. CRD within these existing new urban development areas would be required to comply with the MDRZ land use standards and assessment criteria / matters of discretion (subject to decisions on submissions). The operative CRD subdivision minimum site size standards for these areas would be retained to ensure that the infrastructure provided to these areas is capable of servicing development across the whole structure plan area and to ensure that the concentration of dwellings is suitable given the location of these greenfield areas outside the 400m walkable catchment of the main commercial centres of Hastings and Havelock North.

5.13 The removal of provision for CRD from the GRZs does not mean that intensification will not occur in these areas, but rather that it will occur in accordance with the existing performance standards and in particular, residential density of 1 principal residential unit per 350m².

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Development proposals seeking higher densities can still be applied for and granted through a discretionary activity resource consent application.

- 5.14 The removal of CRD from the GRZs is in response to submissions opposing provision for medium density development across the residential areas. Officers consider the revised approach will better direct intensified development to the MDRZ, while denser development in the GRZs continues to be more closely scrutinised through the resource consent process. It is considered to be more transparent and to create more certainty in the expected development outcomes and planned urban built form environment of the different residential zones (ie a clear difference between urban residential environments (MDRZ) and suburban residential environments (GRZs).
- 5.15 The Market Economics report confirms the removal of CRD from the GRZs still enables Council to meet obligations in the NPS UD (and less directly the NPS HPL) to ensure sufficient development capacity to meet residential demand in a sustainable way. It would also align with the current government's mandate for more options for medium density housing in greenfield locations and along transport corridors.

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6 Appropriateness, Efficiency & Effectiveness of Proposed Plan Change 5 in Achieving the Purpose of the RMA

6.1 Is the Proposal the Most Appropriate Way to Achieve the Purpose of the RMA?

As outlined in section 4 of this report, the first part of this further evaluation is:

‘Whether the amended objectives of proposed plan change 5 are the most appropriate way to achieve the purpose of the Resource Management Act’.

- 6.1.1 The amended objectives are outlined in section 4 of this report. Many of the amendments have resulted from submissions requesting greater alignment with the objectives and policies of the NPS-UD and therefore do not make any material changes to the intent of the objectives and policies.
- 6.1.2 Amendments to objectives have also been made to remove reference to comprehensive residential development as requested in a submission from Kāinga Ora. This term has either been deleted in its entirety or replaced with ‘residential development’ or ‘medium density development’ as appropriate.
- 6.1.2 However, there is a new strategic objective (UDO9) and a new policy UDP15 recommended for section 2.4 Urban Strategy as a result of submissions.
- 6.1.3 UDO9 seeks to ensure an integrated and planned approach to urban growth with land use and infrastructure provision being considered concurrently to ensure locations identified for intensification are provided with sufficient infrastructure.
- 6.1.4 UDO10 was a proposed objective in the residential overview chapter which is now recommended to be housed in section 2.4 Urban Strategy. This objective seeks to create well-functioning urban environments and essentially incorporates Policy 1 of the NPS-UD into the District Plan. Given this objective was part of the as notified version of the plan change albeit housed in a different section it is not considered necessary to undertake any further evaluation in this respect and the purpose and intent of the objective remains the same.
- 6.1.5 There is also a new objective recommended to be added to the Residential Overview section, General Residential Zone and the Havelock North General Residential and Flaxmere Residential Zones to recognise and enable the housing needs of the ageing population.
- 6.1.6 The objectives are considered below and are shown without their recommended track changes for readability. Refer to section 2 for the tracked change versions of these provisions.

Section 2.4 Urban Strategy Objective	Part 2 of the Resource Management Act 1991
<p>OBJECTIVE UDO9</p> <p>Infrastructure planning is integrated with land use planning to facilitate efficient and affordable urban growth and development of the district</p>	<p>This strategic objective aligns with the purpose of the RMA as it will ensure that the physical infrastructure network is managed in a way that provides for the health and safety of the community while avoiding, remedying or mitigating adverse effects of residential development</p>

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	<p>activities on the environment. The as-notified version of the plan change did not specifically include an objective relating to the strategic and integrated planning of infrastructure with urban growth and development. Rather PC5 as notified focused on ensuring the specific zone objectives required sufficient infrastructure capacity to be provided prior to development occurring. The objectives of the NPS-UD and RPS require a planned and integrated approach to infrastructure provision and urban growth management. Submitters raised concerns that these specific objectives of the NPS-UD had not been reflected in the PC5 provisions. A strategic approach integrating urban growth planning and infrastructure provision is important in ensuring the higher objectives of the Regional Policy Statement and NPS-UD are achieved. Objective UDO9 will ensure development and growth can occur in an efficient and affordable manner in the District. The inclusion of UDO9 is therefore considered appropriate and a preferable approach to PC5 as notified.</p>
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Section 2.6. Medium Density Housing Strategy	Part 2 of the Resource Management Act 1991
<p>MDO1 Promote residential intensification in suitable locations of Hastings, Flaxmere and Havelock North.</p>	<p>The amendment to this objective from the as notified version of PC5 removed reference to promoting intensification in the form of comprehensive residential development. The removal of this phrase provides much greater flexibility in how residential intensification is undertaken in the general residential and medium density residential zones providing greater opportunities for the community including future generations to provide for their social, cultural and economic wellbeing. This objective is therefore considered consistent with the purpose of the Act sec 5(2). Enabling a range of housing options and densities in suitable locations within the three main suburbs of</p>

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	<p>Hastings means that all members of the community potentially have greater access to housing. As a result, this flexibility has the potential to enable greater equity and choice in housing options for the community as a whole. On this basis, the amended objective MDO1 is more appropriate than that which was outlined in the notified version of the plan change.</p>
<p>MDO2 Ensure that residential intensification provides high levels of environmental amenity in accordance with the planned urban built form environment of the relevant zone.</p>	<p>The amendment to this objective aligns with the wording and intent of policies within the NPS-UD to ensure that new development is considered against the planned built form environment outcomes sought for the zone rather than the existing environment and amenity currently afforded. This ensures that new development will be consistent with the development outcomes anticipated and articulated through the specific performance standards and objectives and policies of the zone. This provides a more transparent approach to what level of development can occur in the respective zone. In terms of part 2 of the RMA this ensures greater clarity in assessing and considered other matters under section 7 including (c) the maintenance and enhancement of amenity values and (f) the maintenance and enhancement of the quality of the environment. Overall, it is considered that this amended objective is more appropriate that the as notified version given the greater alignment with the intent of the NPS-UD.</p>
<p>Residential Zones Overview Objectives</p>	
<p>RESZ-O1 – Purpose <u>Primary purpose:</u> To provide for residential activities and land use <u>Secondary purpose:</u> To allow activities that support the health and wellbeing of people and communities, where these are compatible in scale and intensity to the planned built form environment and amenity values of the zone.</p>	<p>The amendment to this objective included a very minor change to ensure a consistency of wording around the “planned built form environment”. Therefore, this objective is more aligned with the NPS-UD wording for the same reasons as stated above and therefore this objective is considered more appropriate than the as notified version. In terms of part 2 this objective is considered to meet the purpose and principles of the RMA, the intent of this objective is unchanged and</p>

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	therefore the analysis outlined in the original s32 evaluation report remains relevant.
<p>RESZ-O3 – Planned Built Form Environments</p> <p>Development is in accordance with the planned built form environment and character anticipated in each particular residential zone or precinct and described in the zone-specific objectives.</p>	<p>The amendment to this objective included a very minor change to include the word ‘environment’ and remove the word ‘residential’ to ensure a consistency of wording around the “planned built form environment”. This amendment does not change the intent of the objective and it provides for greater alignment with the NPS-UD objectives and policies. Therefore, the analysis included in the original s32 evaluation report remain valid in terms of meeting the purpose and principles of the Act.</p>
<p>RESZ-O4 – Infrastructure</p> <p>Residential intensification and development is supported by sufficient three waters and roading infrastructure, including active transport infrastructure</p>	<p>The inclusion of active transport infrastructure in this amended objective emphasizes the important of this transportation network and further aligns with the intent, objectives and policies of the NPS-UD. Therefore, this objective is considered more appropriate than its notified version for that reason. In terms of part 2 of the RMA, the initial assessment of this objective outlined in the original s32 evaluation remains unchanged. However the inclusion of the need for active transport infrastructure to support residential intensification and development will ensure that this specific infrastructure network is given due consideration ensuring that adverse effects of development activities on the use and safety of the active transport network are avoided, remedied or mitigated and thereby meet the intent of s5(2)(c) of the Act.</p>
Medium Density Residential Zone Objectives	
<p>MRZ-O1 - Purpose of the Zone</p> <p>The Medium Density Residential Zone provides for residential living at higher densities than is anticipated in the General Residential Zone where development facilitates the planned urban built form environment of the zone while controlling other activities that support the health and well-being of people and communities to ensure that land within the zone is primarily and efficiently used for medium density housing.</p>	<p>The amendment to this objective did not change the overall intent (to provide for a medium density residential living environment) but ensures greater alignment with the objectives and policies of the NPS-UD by including reference to the planned built form environment. Given that the changes results in greater alignment with the NPS-UD this objective is considered more appropriate than the as notified version. The original s32 assessment in terms of part 2 remains</p>

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	<p>unchanged as a result of this amendment and as such it is considered that the objective meets the purpose of the Act by promoting the sustainable management of the medium density residential zone (sec5(1)) and enabling landowners and residents of the zone to provide for their social, cultural and economic wellbeing while ensuring future generations will benefit from the establishment of a residential area that caters to a wide range of household types and sizes in areas with high accessibility.</p>
<p>MRZ-O2 – The Planned Urban Environment of the Zone</p> <p>The planned urban built form environment of the zone is characterised by:</p> <ul style="list-style-type: none"> a. diversity of housing typologies including detached, semi-detached, and terraced housing, low -rise apartments; b. A built form of predominantly two and three storey buildings which are integrated with public and private open space; c. Good quality on-site and off-site residential living environments that provide for the health and well-being of people and communities and are consistent with the key design elements of the Hastings Medium Density Design Framework; d. An urban environment that is visually attractive, safe and easy to navigate and convenient to access. 	<p>The amendments to this objective did not change the overall intent to ensure that medium density development is consistent with the planned urban built form environment created through compliance with the rules and performance standards of the zone. Therefore in terms of whether the objective meets or is consistent with part 2 of the Act, the analysis in the original s32 evaluation is considered to remain valid. The recommended changes will ensure that the housing typologies and terms used to describe these typologies are consistent with those used in the description of the medium density residential zone under the National Planning Standards template. The consistency will ensure a clear and transparent approach to the anticipated development outcomes sought for the zone. Further amendments also sought to clarify it is the key design elements of the Medium Density Design Framework that residential development proposals will be assessed against and that these elements along with the other assessment criteria for residential development will ensure good quality living environments are achieved while transitioning to this new urban medium density zone character. Therefore, these clarifications are considered to provide greater understanding of the anticipated development outcomes sought for the zone and therefore this objective is considered more appropriate than the as notified version.</p>

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Hastings General Residential Zone (HGRZ) Objectives	
<p>RO1</p> <p>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.</p>	<p>This objective is recommended to revert to its operative wording. The rationale for this is that that the general response to submissions in the HGRZ is to remove provision for CRD (except for within the existing urban development areas of Howard St and Brookvale). That means that there will only be one set of rules and performance standards for residential development in the zone, simplifying the rule structure, clarifying the development outcomes sought and making these more transparent and easier to understand and administer for residents, landowners, developers and council staff. Intensification is still enabled within the zone provided that the performance standards including the density standard of 1 principal residential unit per 350m² are met. Any developments seeking higher densities are considered as full discretionary activities. On this basis it is considered that this objective is more appropriate than the as notified version and as outlined in the original s32 evaluation will continue to meet the purpose of the Act while enabling communities (including future generations) to meet their housing needs while ensuring a high quality living environment that provides for their wellbeing and their health and safety.</p>
<p>RO2</p> <p>To ensure that the amenity and character of the planned urban built form environment is maintained and enhanced by managing design, layout, intensity and land use activities.</p>	<p>This objective is recommended to revert to its operative wording with amendments to include reference to the planned urban built form environment. The amendment ensures alignment with the wording and intent of policy 6 of the NPS-UD and ensures that new development is considered against the planned built form environment outcomes sought for the zone rather than the existing environment and amenity currently afforded. Therefore, this objective is considered to be more appropriate than the as notified version as it links back to the NPS-UD. The assessment of the objective in terms of the purpose and principles of the act is considered to still be relevant given the general intent of the objective has not been altered.</p>
Havelock North General Residential Zone Objectives	
<p>HNRO6</p> <p>To ensure that intensification of housing in Havelock North is consistent in its design and</p>	<p>The amendments recommended for this objective are to revert to the operative wording with the inclusion of reference to the planned</p>

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<p>location with the planned urban built form environment sought for the zone.</p>	<p>urban built form environment to ensure consistency with policy 6 of the NPS-UD. While the intent of the objective remains the same, the changes provide greater clarity to ensure that residential intensification occurs in a manner that is consistent with the planned built form environment sought for the zone. This anticipated development level within the zone is primarily controlled through compliance with the performance standards of the zone. The amended objective is considered to be more appropriate than the as notified objective because it provides greater clarity and aids understanding of the development outcomes sought for the zone while also providing greater alignment with the NPS-UD provisions. The greater clarity of the level of development anticipated in the zone also stems from the removal of provision for CRD (except within the existing Brookvale new urban development area). Removing rules relating to CRD from the majority of the GRZ means that there is only one set of performance standards that apply to the majority of this area (the exception being the Brookvale area outlined in Appendix 13B). This is considered to give greater surety of development outcomes than the as notified version which enabled CRD within 600m radius of the Havelock North centre as well as standard residential development at the operative density of 1 residential unit per 350m².</p> <p>In terms of part 2 it is considered that the assessment undertaken as part of the original s32 remains valid in that this objective seeks to achieve the sustainable management purpose of the Act through enabling residential intensification in a manner that meets the housing needs of the current and future population of the district while providing a level of certainty in the anticipated development outcomes sought for the zone which will enable all people to a range of choices in the location and type of residential environment in which they wish to live thereby ensuring they can provide for their wellbeing and their health and safety.</p>
<p>Flaxmere General Residential Zone Objectives</p>	
<p>FRO4 To ensure a high standard of residential amenity consistent with the planned built form environment, for residents of and visitors to</p>	<p>The amendment to this objective provides greater consistency with the intent, objectives and policies of the NPS-UD, particularly Policy 6</p>

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<p>Flaxmere so that it is an enjoyable and attractive place to live and visit.</p>	<p>of the NPS-UD. The amendment will ensure that new development is considered against the planned built form environment outcomes sought for the zone rather than the existing environment and amenity currently afforded. This ensures that new development will be consistent with the development outcomes anticipated and articulated through the specific performance standards and objectives and policies of the zone. The objective will therefore provide for a more transparent and a clearer picture as to what level of development can occur in the respective zone. Therefore, the amended objective is considered more appropriate than the notified version for these reasons. In terms of part 2 of the Act, the objective seeks to ensure a high standard of residential amenity for residents and visitors so that Flaxmere is considered an enjoyable place to live and visit. Managing development in Flaxmere to ensuring a high-quality living environment assists and enables people and communities to provide for their wellbeing and their health and safety and therefore meets s5(2) of the Act.</p>
<p>Objective Applying Across Multiple Zones – Residential Zones Overview(RESZ-O7), Medium Density Zone(MRZO4) Hastings General Residential (RO6), Havelock North General Residential (HNRO6B), and Flaxmere Residential (FRO6)</p>	
<p>Recognise and enable the housing and care needs of the ageing population</p>	<p>This new objective will ensure that the housing needs of the increasingly ageing population are recognised and provided for. The number of single and couple only households is expected to grow significantly over the next 30 years and the Hawke’s Bay region has a higher proportion of residents in the older age cohorts. The National Policy Statement – Urban Development directs that local authorities provide for well functioning urban environments and central to this is the need to provide for a variety of housing to meet the diverse needs of the community. Housing for our ageing population has not been well recognised to date and this objective will assist in providing for the social and cultural wellbeing of the community under section 5 of the Resource Management Act.</p>

6.1.6 Conclusion

6.1.7 Overall, the new and amended objectives recommended for PC5 as a result of the analysis and consideration of submissions, seek to provide greater alignment with the

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objectives, policies and intent of the NPS-UD enabling greater integration of land use, infrastructure and transport planning to ensure efficient and affordable urban growth.

- 6.1.8 Flexibility in how residential intensification is achieved within the most appropriate locations for this type of development (ie the Medium Density Residential Zone) is enabled through the removal of comprehensive residential development provisions. This ensures a range of development options are available in this zone rather than restricting development options and only providing for CRD.
- 6.1.9 The removal of provision for CRD in the General Residential Zones of Hastings, Havelock North and Flaxmere (except for Howard St shown in Appendix 80 and Brookvale shown in Appendix 13B) has also provided clarity and transparency in the development outcomes sought in these locations.
- 6.1.10 Furthermore, assessment of new development in terms of its consistency with the existing character and amenity of the environment has been removed in favour of achieving consistency with the planned urban built form environment which is controlled through the performance standards and bulk and location controls of the specific zone. These amendments enable greater alignment with policy 6 of the NPS-UD.
- 6.1.11 Taking into account all of the above, it is considered that the amended objectives of PC5 are the most appropriate to achieve the purpose of the Act.

6.2 EVALUATION OF PLAN CHANGE 5 RECOMMENDED AMENDMENTS TO POLICIES

Are the Policies the most appropriate way to achieve the objectives?

- 6.2.1 The related second part of the assessment is to assess whether the provisions in the proposal are the most appropriate way in which to achieve the objectives in terms of their efficiency and effectiveness.
- 6.2.2 New policy UDP15 replaces the as notified version that provided for the local area plan process. A new method is recommended to outline the local area plan process as this is a non-statutory process which seeks to assist the transition to a more intensive residential environment within existing urban areas. The recommended new policy UDP15 seeks to direct intensification to the commercial centres and medium density residential zone areas of Hastings, Havelock North and Flaxmere, these being considered the most appropriate areas for medium density residential development based on the accessibility criteria set out through the NPS-UD and methodology for the medium density residential zone extent in Appendix 4 of the section 42A report.

Objective to which the policy relates:

Objective UDO8

Enable more people, business, and community services to live and be located in, areas of the Hastings urban environment in which one or more of the following apply:

- a. the area is in or near a commercial zone or an area with many employment opportunities.*

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<p><i>b. the area is well-serviced by existing and planned public and active transport.</i> <i>c. there is high demand for housing or for business land in the area, relative to other areas of the urban environment.</i></p>	
<p>Recommended policy most appropriate to achieve the objective:</p>	<p>Benefits / Costs / Efficiency / Effectiveness</p>
<p>Policy UDP15 Direct growth and intensification within the existing urban area to the commercial centres, new urban development areas and medium density residential zones of Hastings, Havelock North and Flaxmere.</p> <p>Explanation To provide a clear and transparent approach to urban intensification, the district plan provisions direct more intensive residential development to the medium density residential zone and the centre zones of Hastings, Havelock North and Flaxmere, where there are high levels of amenity, access to services and good transportation links. Medium density development may also be appropriate within new urban development areas where structure planning integrates the provision of commercial areas, public parks, and active and public transport networks. To ensure good design outcomes are achieved, the Hastings Medium Density Design Framework, 2022 outlines a set of key design elements and principles for medium density residential development. The key design elements are included in the District Plan as assessment criteria for residential development and serve to assist in realising the high amenity, livable residential environments sought by Council and the community.</p>	<p>Providing clear and transparent directions for urban growth provides certainty to developers and the community and therefore has social and economic benefits. Directing growth to commercial centres, new urban development areas and medium density zones that surround centres has environmental benefits in terms of:</p> <ul style="list-style-type: none"> • Protecting the plains soil resource; • Reducing traffic congestion and greenhouse gas emissions over time as behaviour changes and more people access services through active transport. <p>Social and Cultural benefits of fostering vibrancy in commercial centres and enabling greater choice in housing types and locations. Environmental and economic benefits of directing growth to centres and the medium density residential zone allows infrastructure to be planned and managed in a coordinated way ensuring it is sufficient to meet demand and is affordable.</p> <p>The benefits of this directive and coordinated approach to growth are considered to outweigh the costs associated with regulatory management.</p>

6.2.3 The amendments recommended to objectives and policies MDO1 and MDP2 in section 2.6 Medium Density Housing Strategy seek to confirm the approach to promoting medium density housing and residential intensification in areas with 400m catchment of the commercial centres of Hastings, Havelock North and Flaxmere and in structure plan areas where there is accessibility to commercial services and recreational amenities and parks integrated with these new urban development areas.

<p>Section 2.6 Medium Density Housing Strategy Objectives</p>	<p>Part 2 of the Resource Management Act 1991</p>
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<p>MDO1</p> <p><i>Promote residential intensification in suitable locations of Hastings, Flaxmere and Havelock North</i></p>	<p>Intensification of existing urban areas promotes the efficient use of natural and physical resources. It protects the important land resource of the Heretaunga Plains and the life-supporting capacity of the growing soils that surround the Hastings urban area and will ensure these valuable resources are available for future generations. Therefore, this objective is considered to meet the purpose of the Act.</p>
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6.2.4 Amendments to policy MDP3 seek to remove provision for comprehensive residential development and those to MDP 4, 5, & 6 provide greater alignment with NPS-UD in terms of considering the impacts of development on the planned urban built form environment rather than the existing character and amenity of the neighbourhood.

<p>Recommended Objective to which the policy relates</p>	
<p>Objective MDO1 {as recommended no track changes shown}</p> <p><i>Promote residential intensification in suitable locations of Hastings, Flaxmere and Havelock North</i></p>	
<p>Policy most appropriate to achieve the objective</p>	<p>Benefits / Costs / Effectiveness / Efficiency</p>
<p>Policy MDP2 {as recommended no track changes shown}</p> <p><i>Provide for a medium density residential zone in areas within 400m of the Hastings CBD and commercial service zones and main centres of Flaxmere and Havelock North. Enable medium density residential development within new urban development areas where structure plans provide for the integrated development of commercial areas, public parks, and active and public transport networks.</i></p>	<p>There are environmental, economic, social and cultural benefits of concentrating higher densities around existing commercial centres. These include greater accessibility to commercial services, employment, education and recreational facilities which has the potential to lead to a reduction in greenhouse gas emissions as people choose to use active transport options more often. This policy enables infrastructure provision to be planned and aligned with land use development, potentially creating funding efficiencies. Easier access to facilities and services improves quality of life and social and cultural wellbeing. Concentrating urban growth close to existing centres also enhances the vibrancy of these centres, maintain and often improving the number and range of facilities and services being provided. The benefits of concentrating residential intensification outweigh the potential costs which include the environmental, social and cultural impacts on the existing amenity and character of the neighbourhoods where significant change will potentially occur as development of these areas progress.</p>

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- 6.2.5 Amendments to objectives and policies of the residential zones overview chapter, Medium Density Residential zone and the General Residential Zones in Hastings, Havelock North and Flaxmere also seek to remove provision for comprehensive residential development and provide greater alignments with the objectives and policies of the NPS-UD.
- 6.2.6 The amendments relating to alignment with the objectives and policies of the NPS-UD are considered to ensure that plan change provisions further implement this higher order document and therefore are not assessed further here.
- 6.2.7 Those objectives and policies that require amendment to remove reference and provision for comprehensive residential development activities are considered below.

Objective to which the policy relates	
MRZ-O1 {as recommended no track changes shown} The Medium Density Residential Zone provides for residential living at higher densities than is anticipated in the General Residential Zone where development facilitates the planned urban built form environment of the zone while controlling other activities that support the health and well-being of people and communities to ensure that land within the zone is primarily and efficiently used for medium density housing.	
MRZ-O3 {as recommended no track changes shown} Public health and environmental well-being is maintained, and where practicable enhanced through sustainable design and sufficient provisions of infrastructure.	
Policy most appropriate to achieve the objective:	Benefits / Costs / Effectiveness / Efficiency
MRZ-P1 Enable residential development in the Zone with a moderate concentration and bulk of buildings, including a variety of housing typologies to provide choice in the housing market	The medium density zone has been established in the areas that are most appropriate for this type of housing – with accessibility to commercial and community services, public open space amenities and transportation links. Enabling medium density development in these areas ensures a greater number of people are able to benefit from living close to these amenities and services and this contributes to a more sustainable urban form. The benefits of concentrating intensification include vibrant urban centres and commercial areas – increasing the demand for goods and services in the immediate catchments of the CBD and centres of Flaxmere and Havelock North supports the viability of these centres and potentially overtime as the population grows enable a greater variety of goods and services and amenities to be provided within these centres. This would especially benefit the existing Flaxmere centre. Concentrating

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	<p>residential development around centres also provides benefits in terms of encourage more active transport modes, improves travel efficiency across the network due to the concentration of commercial and recreational activities, and potentially improves the viability of public transport systems. Concentrating intensification also has economic benefits in terms of the provision of infrastructure in that it is easier to plan for and more cost-effective to provide. The recommended provisions allow as a permitted activity 2 dwellings on a site greater than 500m², with between 3-15 dwellings provided for as a restricted discretionary activity (non-notified) provided that performance standards are met. This permitted level of development is considered appropriate for a medium density residential zone and is considered to enable a moderate concentration of development for a provincial setting such as Hastings. These rules also assist in ensuring a quality residential environment that supports the wellbeing of residents. The regulatory costs associated with these rules are outweighed by the benefits of creating quality medium density residential environments that will shape the urban character of this new zone.</p>
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Objective to which the policy relates	
<p>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.</p>	
<p>Policy most appropriate to achieve the objective:</p>	<p>Benefits / Costs / Effectiveness / Efficiency</p>
<p>RP3 <i>Manage the scale and intensity of residential development to ensure that it relates positively to the quality of the collective streetscape and avoids adverse effects on neighbourhood amenity, environmental quality, community health and safety.</i></p>	<p>Managing the scale and intensity of residential intensification ensures that impacts on neighbourhood amenity and character are managed in accordance with the planned built form environment sought</p>

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<p><u>Explanation</u> The HPUDS study revealed that significant urban intensification has already taken place but concluded that density increases are still possible and necessary in the existing residential centres, having regard to market demand and residential preferences and the opportunity to manage the effects associated with higher density environments. Residential intensification will take some pressure off the Heretaunga Plains land resource and can contribute to improved diversity, amenity, and sense of place if planned and managed carefully in accordance with the planned urban built form environment sought for the zone.</p>	<p>for the zone. The quality of the environment that we live in also impacts our health and wellbeing so ensuring checks and balances are in place to maintain environmental quality is important.</p> <p>The economic costs associated with ensuring development is in accordance with the provisions of the zone are justified. The policy provides certainty of the development outcomes sought for the zone and seeks to balance the need for a range of housing against protecting the residential amenity of residents and neighbours to ensure everyone is able to enjoy the residential environment in which they live.</p>
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<p>Objective to which the policy relates</p>	
<p>GRO2 <i>To enable residential growth in Hastings by providing for suitable intensification of housing in appropriate locations.</i></p>	
<p>Policy most appropriate to achieve the objective:</p>	<p>Benefits / Costs / Effectiveness / Efficiency</p>
<p>GRP3 (recommended replacement policy) <i>Provide for medium density residential development within new urban development areas where structure plans provide accessibility to amenities including commercial areas, public parks, and active and public transport networks.</i></p> <p>Explanation New Urban development areas are an appropriate way to provide for new housing at higher densities than the general residential zone allows for and can lead to better amenity outcomes provided that commercial areas, public parks, and active and public transport networks are included in the structure plan for the area. Applications for higher densities in these areas will be assessed against the specific structure</p>	<p>The benefits of providing for medium density residential developments within new urban development areas are that these areas can facilitate the integrated planning of whole neighbourhoods, enabling better amenity and design outcomes to be achieved at scale. Structure planning prior to rezoning these areas ensures that infrastructure, amenity open space, commercial areas and active transport networks are integrated into the design of the neighbourhood ensuring the best outcomes for the local community. The costs associated with the regulation of the subdivision and development of these areas are outweighed by the environmental, social and cultural benefits of the integrated land use and infrastructure planning through the structure plan process. Using the medium density residential zone design focused</p>

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plan criteria and medium density residential zone provisions.	assessment criteria ensures the structure and design of the neighbourhood is built upon urban design principles.
Objective to which the policy relates	
GRO2 <i>To enable residential growth in Hastings by providing for suitable intensification of housing in appropriate locations.</i>	
Policy most appropriate to achieve the objective:	Benefits / Costs / Effectiveness / Efficiency
<p>GRP4 {as recommended no track changes shown} <i>Manage the scale and intensity of infill housing and residential development to avoid adverse effects on the local neighbourhood character and amenity</i></p> <p>Explanation In achieving the consolidation of the Hastings residential environment sought by HPUDS some infill development will be necessary. There are already concerns around the quality of infill development established during the 1990s and 2000s. Any new infill must occur in accordance with quality design and site layout that is consistent with the planned urban built form environment sought for the zone. It is not simply the environmental effects of such development that are of concern, but also the impact such development has on the wellbeing of the community and those who live in such developments. This means that new infill development will need to address the issues that have caused concern with previous developments as set out in Policy RP1 above.</p>	<p>As stated above the provisions and performance standards relating to comprehensive residential developments will be removed from the GRZ except for the Howard St and Brookvale urban development areas covered by the structure plan in appendices 13B and 80.</p> <p>Residential intensification in the GRZ will continue to be allowed through the remaining existing provisions restricting densities to 1 dwelling per 350m² (for Hastings and Havelock North).</p> <p>The existing operative provisions and performance standards of the GRZ are considered to be appropriate to manage the design, layout, and scale of residential development at densities of 1 dwelling per 350m². These provisions have been in place for many years and will ensure a quality residential living environment for both residents and neighbours is provided. The costs of regulating these matters are considered to be outweighed by the benefits to community wellbeing and health and safety by ensuring a quality living environment.</p>

Objective to which the policy relates	
HNRO6 (as recommended no track changes shown) To ensure that intensification of housing in Havelock North is consistent in its design and location with the planned urban built form environment sought for the zone.	

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Policy most appropriate to achieve the objective:	Benefits / Costs / Effectiveness / Efficiency
<p>HNRP9 (as recommended no track changes shown)</p> <p><i>Manage the scale and intensity of consolidation and infill development to avoid adverse effects on local neighbourhood amenity.</i></p> <p>Explanation</p> <p><i>HPUDS has identified that further development in Havelock North should occur as consolidation of the existing urban environment. Higher density housing is provided for in the Medium Density Residential Zone close to the village centre and amenities. Infill development and consolidation will continue to occur in accordance with the provisions of the General Residential Zone. There are already concerns around the quality of infill development established during the 1990s and 2000s, and that any further redevelopment or infill must occur in accordance with urban design principles (outlined in the Medium Density Design Framework) that achieve high quality living environments consistent with the planned built form environment of the General Residential zone. It is not simply the environmental effects of such development that are of concern, but also the impact such development has on the wellbeing of the community and those who live in such developments.</i></p>	<p>Enabling greater heights and densities in the medium density residential zone in Havelock North with correspondingly lower levels of height in density in the general residential zone enables infill and consolidation to occur at appropriate levels in each of these environments and effects to be managed on that basis. While these provisions will enable significant changes to the existing residential environment of the proposed medium density residential zone, these areas located around the edge of the Havelock North village centre, are considered the most appropriate locations for increased height and densities as they are within walking distance of schools, employment and commercial and retail services. The provisions of the general residential zone will be retained ensuring that residential development aligns with the current operative provisions of the plan.</p> <p>Managing the scale and intensity of development balances the environmental and social benefits of maintaining residential amenity in the respective zones while still enabling residential development to occur at an appropriate level. Providing certainty to residents and developers of the different development outcomes assists in reducing costs of residential development.</p>
<p>Policy HNRP10 (recommended replacement policy)</p> <p><i>Provide for medium density residential development within new urban development areas where structure plans provide accessibility to amenities including commercial areas, public parks, and active and public transport networks.</i></p> <p>Explanation</p> <p>New Urban development areas are an appropriate way to provide for new housing at higher densities than the</p>	<p>The benefits of providing for medium density residential developments within new urban development areas are that these areas can facilitate the integrated planning of whole neighbourhoods, enabling better amenity and design outcomes to be achieved at scale. Structure planning prior to rezoning these areas ensures that infrastructure, amenity open space, commercial areas and active transport networks are integrated into the design of the neighbourhood ensuring the best outcomes for the local community. The costs associated with</p>

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<p>general residential zone allows for and can lead to better amenity outcomes provided that commercial areas, public parks, and active and public transport networks are included in the structure plan for the area. Applications for higher densities in these areas will be assessed against the specific structure plan criteria and medium density residential zone provisions.</p>	<p>the regulation of the subdivision and development of these areas are outweighed by the environmental, social and cultural benefits of the integrated land use and infrastructure planning through the structure plan process. Using the medium density residential zone design focused assessment criteria ensures the structure and design of the neighbourhood is built upon urban design principles.</p>
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<p>Objective to which the policy relates</p>	
<p>FRO2 <i>To enable and provide for a diverse range of housing types that respond to the needs and preferences of the Flaxmere residents.</i></p>	
<p>Policy most appropriate to achieve the objective:</p>	<p>Benefits / Costs / Effectiveness / Efficiency</p>
<p>FRP5 (as recommended no track changes shown) <i>To enable and provide for the development of a range of housing types through subdivision, residential development provisions and dialogue on housing types that suit the diverse needs of the community and incorporate good urban design principles.</i> <u>Explanation</u> This Policy recognises the need to attract a variety of housing types to Flaxmere to better cater for the differing household compositions of the community. Council can encourage developers and facilitate dialogue with community representatives to promote a variety of housing types that are appropriate and desired to meet community needs. The minimum site size is amended to better suit the family preferences of the residents which in Flaxmere tends to be a greater number of people per household than in other areas. Developments are subject to design requirements via assessment criteria to ensure visual surveillance and consideration of the facilities and public spaces in the proximity. Building design and layout</p>	<p>Removing comprehensive residential developments from this policy does not impact the provision of medium density housing types in this locality. The provision of a medium density residential zone in Flaxmere as well as a general residential zone enables a full range of housing typologies and options to be provided to this community ensuring greater opportunities for people to meet their housing needs. These are the benefits of this policy. The costs of administering the policy relate to the regulatory costs associated with assessment applications for these activities. However, it is considered that the benefits of providing a range of housing option in order to enable communities to meet their housing needs outweighs these costs.</p>

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<p>for such development needs to consider connections to the street, relationships with adjoining sites, onsite access as well as landscaping and visual amenity. A number of strategic documents completed for Flaxmere, such as the Urban Design Framework and the Health Impact Assessments, can be the basis for dialogue with key developers regarding housing options and accommodation alternatives suitable for Flaxmere.</p>	
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<p>Objective to which the policy relates</p>	
<p>RESZ07, MRZO4, RO6 HNRO6B, FRO6 <i>Recognise and enable the housing and care needs of the ageing population.</i></p>	
<p>Policy most appropriate to achieve the objective:</p>	<p>Benefits / Costs / Effectiveness / Efficiency</p>
<p><i>MDRP9, GRP5, HRN10C & FRP14 Provide for a diverse range of housing and care options that are suitable for the particular needs and characteristics of older persons in the residential zone, such as retirement villages. Recognise the functional and operational needs of retirement villages.</i> <u>Explanation</u> This Policy recognises the need to provide for a range of housing types to ensure that the housing demands of the ageing population can be met. The policy recognises that retirement villages play an important role in meeting the housing and care needs of the ageing population and that their operational needs may mean that the standards applied may need to differ from those of traditional medium density development.</p>	<p>A policy framework that recognises the housing needs of the ageing population is an effective way of ensuring that this growing area of demand is highlighted and that there is an appropriate consenting pathway. Medium density development is highlighted in the National Policy Statement – Urban Development as a form of urban development that must be provided for as part of our planned growth. The separate provision for retirement villages has not previously been part of the district plan and it is now appropriate that it be recognised as an integral to meeting the housing needs of our ageing population. There are real social and cultural benefits to providing for this housing typology. It is also a typology that uses land in efficient manner. The costs associated with it are that they can be seen as closed communities which turn their back on the adjoining residential areas. However, it is considered that the benefits of providing a range of housing option in order to enable communities to meet their housing needs outweighs these costs.</p>

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7.2 KEY ISSUES TO BE FURTHER EVALUATED FOLLOWING SUBMISSIONS

7.2.1 The key issues raised through the submissions process and resulting in amendments to the plan change provisions were:

1. The spatial extent of the Medium Density Residential zone (MDRZ) and whether the land area is large enough to provide sufficient development capacity to meet demand over the short, medium and long term.
2. The removal of rules in the MDRZ and General Residential zones for Hastings, Flaxmere and Havelock North (GRZ) that provide for comprehensive residential development and replacement with a simplified rule structure based on the number of residential units.
3. As a result of the removal of CRD rules in the MDRZ and at the request of submitters, provisions for vacant lot subdivision within the Medium Density Residential Zone have been recommended.

7.2.2 The explanations of the approach taken to addressing these issues are as follows:

1. Submissions on the plan change were concerned that as notified, the spatial extent of the MDRZ did not create the potential for a substantial contribution to the housing stock of Hastings as the land area was small in size, scattered in its location, and involved areas already able to be developed under the current plan provisions. Submissions observed that no significant additional areas dedicated to MDRZ had been added through the proposed plan change except that there had been a loosening of the provisions of the General Residential Zone to further enable CRD in this zone. Furthermore, accessibility criteria not been applied to the MDRZ areas as they were identified prior to the establishment of the NPS-UD 2020 or its predecessor NPS-UDC 2016.
2. The zoning pattern proposed for MDRZ is considered by submitters to be undermined by the continued ability to develop comprehensive residential development in the Hastings, Havelock North and Flaxmere General Residential Zones. The resulting pattern of land development is likely to be progressively fragmented and spread out and therefore would likely undermine the intent and outcomes sought by a dedicated MDRZ and by the NPS-UD for a well-functioning urban environment. The proposed provisions as notified do not create a distinction between the MDRZ and General Residential Zones nor do they clearly articulate the environment and development outcomes sought for each of zones. The mechanisms of comprehensive residential development (medium density housing) and infill development are confusing and difficult to administer. A simplified rule framework where all forms of development are treated the same will assist to meet the objectives of PC5 and the higher order objectives of the RPS and NPS-UD, making the process to build more houses on urban land easier.
3. Where site sizes are small it is important to ensure that dwellings can be built on sites that meet all the performance standards of the zone in a manner that achieves a good quality residential living environment and therefore meets the key design elements

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and assessment criteria of the zone. It is preferable that subdivisions occur in conjunction with land use applications for the construction of the dwellings, and as part of this application pathway, no minimum site sizes are imposed on development where subdivision and land use are integrated in the MDRZ. This provides a more flexible approach and helps to enable a range of housing typologies within a development. However, vacant lot subdivision can be provided for at a higher activity status where proposals meet a minimum site size of 250m² per lot. This minimum site size is considered to be sufficient to ensure that a compliant development can be undertaken on the resultant lot and was the operative minimum site size of the City Living zone and for CRDs in the General Residential Zone.

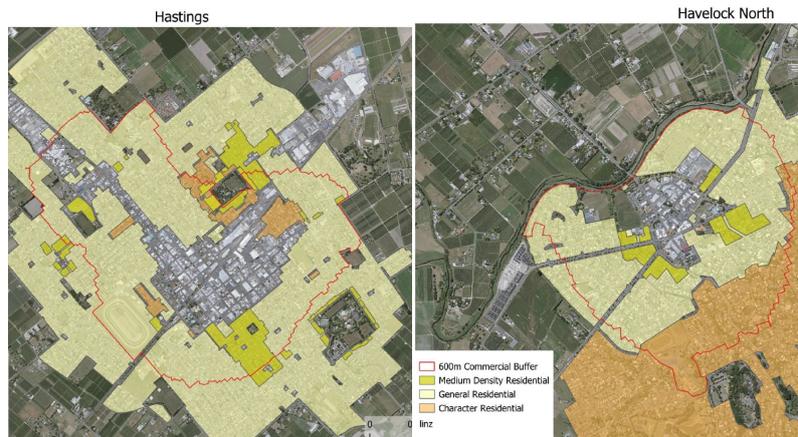
7.2.3 To date, section 32 case law has interpreted 'most appropriate' to mean "suitable, but not necessarily superior"². Therefore, the most appropriate option does not need to be the most optimal or best option but must demonstrate that it will meet the objectives in an efficient and effective way.

7.2.4 The evaluation is at a level of detail that corresponds to the scale and significance of the effects anticipated from implementation of the proposal.

7.3 The extent of the Medium Density Residential Zone

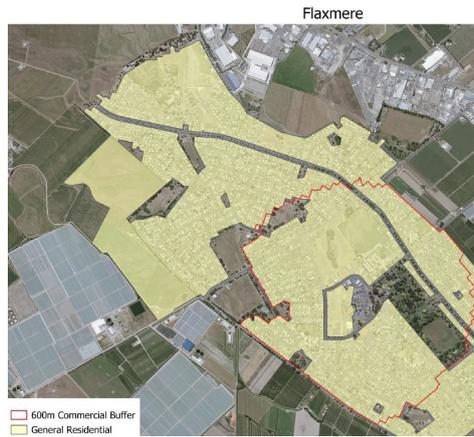
The options to be considered are:

1. Status quo – PC5 as notified – the MDRZ would be limited to the existing boundaries of the current City Living Zone and those areas identified in Appendix 27, 28 & 29 of the Operative District Plan (see maps below for the spatial extent).



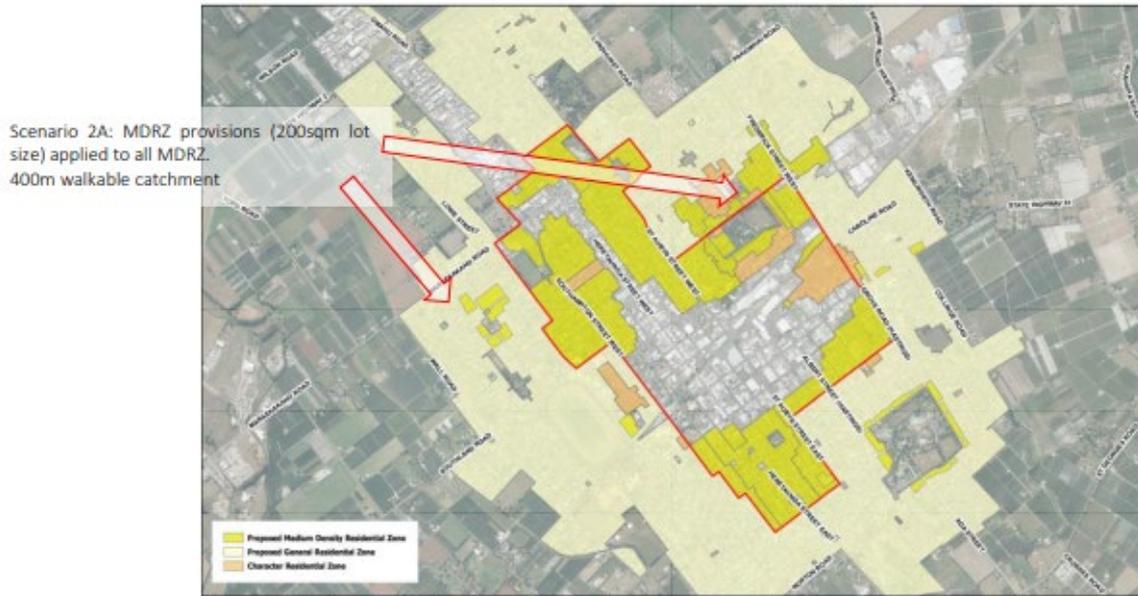
² Rational Transport Soc Inc v New Zealand Transport Agency HC Wellington CIV-2011-485-2259, 15 December 2011.

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- Option 2 (or Scenario 2A in the Market Economics report) provides for a MDRZ within a 400m catchment area around the commercial centres of Hastings, Havelock North and Flaxmere. In addition, Scenario 2A includes all identified MDRZ areas as notified and located outside the 400m catchment (ie Mahora, Raureka and Windsor Park areas).

Figure 3-4: Scenario 2A - Hastings



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Figure 3-5: Scenario 2A and 2B- Havelock North

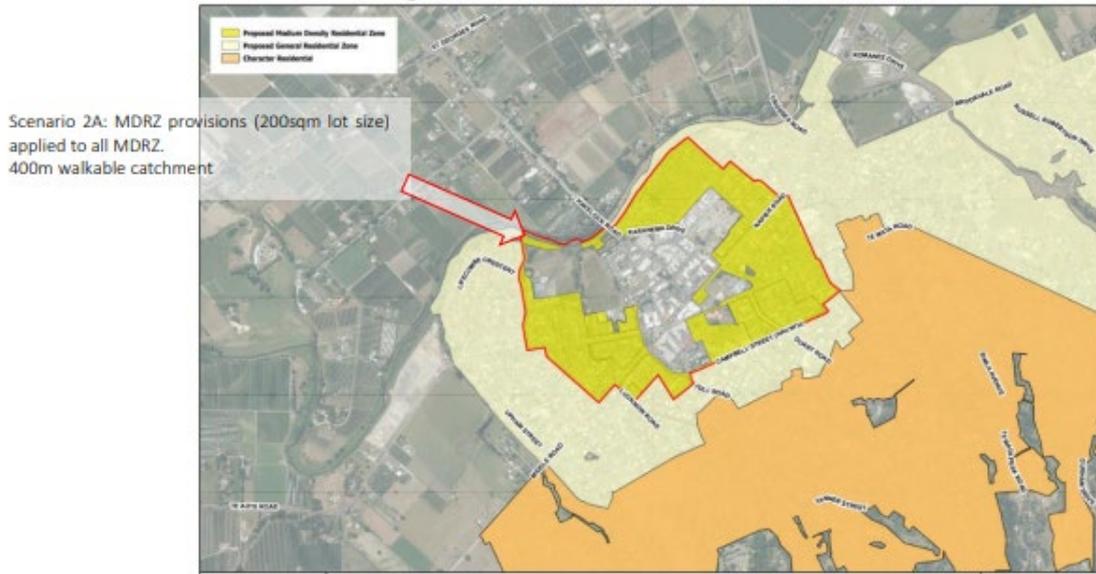
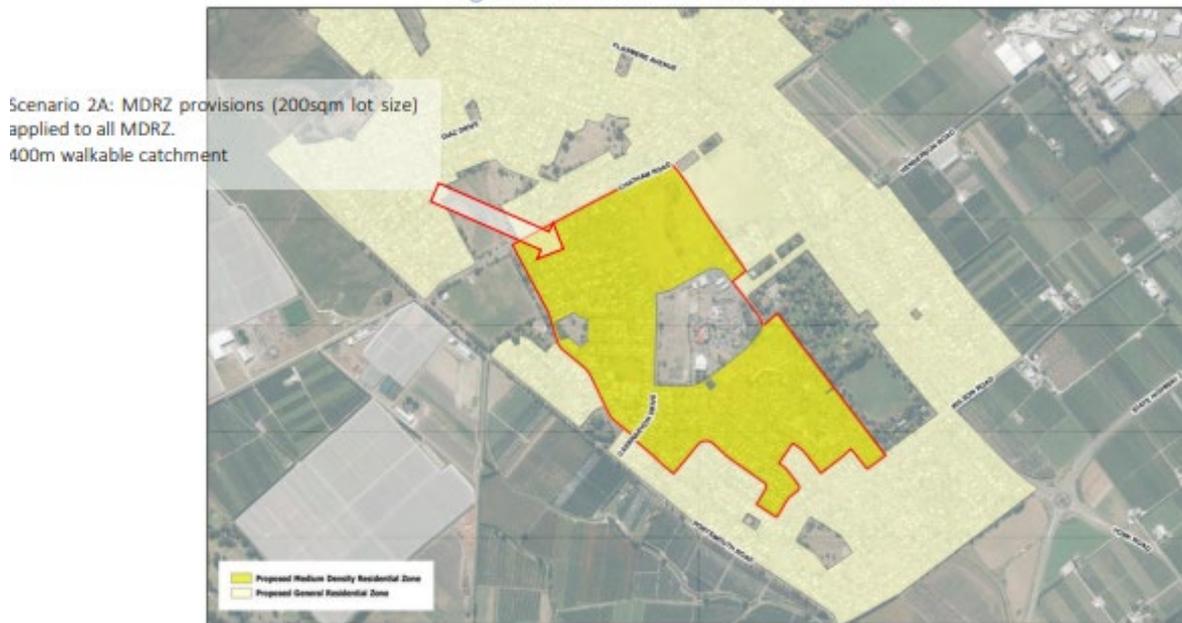


Figure 3-6: Scenario 2A and 2B- Flaxmere



- Option 3 (or Scenario 2B in the Market Economics report) provides for a MDRZ within a 400m catchment area around the commercial centres of Hastings, Havelock North and Flaxmere.

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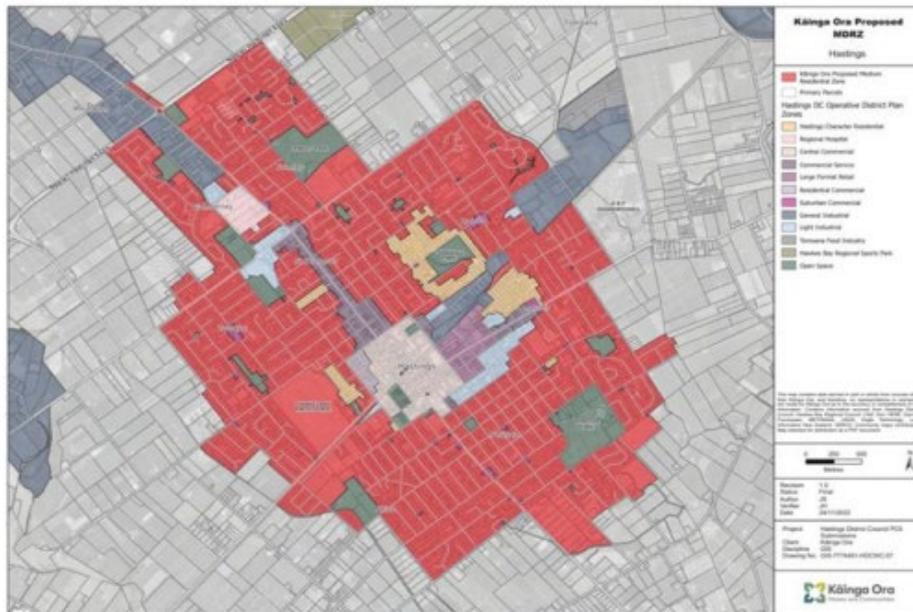
Figure 3-7: Scenario 2B - Hastings

Scenario 2B: MDRZ provisions (200sqm lot size) only within 400m walkable catchment.



Source: Hastings District Council

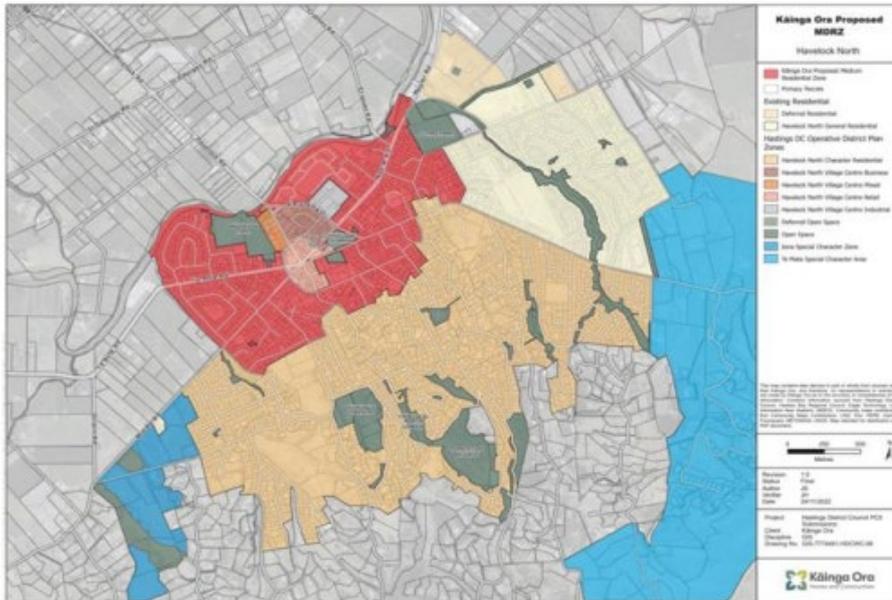
- Option 4 (or Scenario 3 in terms of the Market Economics report) provides for a MRZ across the entire Hastings urban residential area (excluding the character residential zones) plus an 800m catchment around the town centres of Havelock North and Flaxmere



Source: Kāinga Ora Homes and Communities

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Figure 3-9: Scenario 3 - Havelock North



Source: Kāinga Ora Homes and Communities

Figure 3-10: Scenario 3 - Flaxmere



Source: Kāinga Ora Homes and Communities

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7.3.1 It is noted here that all options considered in the tables below were found through modelling undertaken by Market Economics to provide sufficient development capacity to meet the housing bottom lines included in the Operative District Plan through Objective UDO7 which arose from the Housing Capacity Assessment undertaken in 2021. The scenario modelling report is included in the section 42a hearings report as Appendix 6.

7.4 Removal of Comprehensive Residential Development Rules

7.4.1 Options

Options are:

1. PC5 as notified - retain comprehensive residential development activities in the MDRZ and GRZ of Hastings, Havelock North and Flaxmere. CRD activities would have a Controlled and RDNN status in the MDRZ and RDNN in the GRZ
2. Remove Comprehensive Residential Development from the MDRZ, GRZ of Hastings, Havelock North and Flaxmere (except for the new urban development areas of Howard St and Brookvale) and Hastings Character Residential Zone and replace with a simplified rule structure based on number of units on a site. Allow two units on a site as a permitted activity in MDRZ provided that sites are 500m² or greater and retain the existing rule structure of 1 principal unit per 350m² (or 500m² in Flaxmere) in the GRZ as a permitted activity.

7.5 Inclusion of rules allowing for the creation of vacant lots in the Medium Density Residential Zone

7.5.1 Options

Options are:

1. Status Quo (operative provisions) All subdivision in the City Living zone is a restricted discretionary (non-notified) (SLD15) subject to meeting an average minimum site size of 250m² and a maximum site size of 350m². Where these standards are not met, subdivision is a non-complying activity through SLD25.
2. PC5 as notified – subdivision in the MDRZ that occurs concurrently with or following the approval of a land use resource consent for the construction of dwellings (CRD) and complying with the standards (no minimum site size provided that infrastructure services can be provided) is a controlled activity (SLD7A). All other subdivision in the MDRZ and complying with standards is provided for as a controlled activity through SLD1.
3. Provide for integrated land use and subdivision consents in the MDRZ as a controlled activity (SLD7A and SLD7B). Provide for vacant allotments to be created within the Medium Density Residential Zone subject to a 250m² minimum site size as a Restricted Discretionary Activity (SLD15).

A 250m² minimum site size is considered an appropriate minimum site size given that it is the operative minimum site size in the City Living zone and for CRD in urban development areas of Howard St and Brookvale. This site size is considered sufficient for dwellings to meet the performance standards of the MDRZ which as a whole seek to ensure good design outcomes are achieved. Where this minimum site size is not met, activity status is raised to non-complying through SLD25.

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4. Provide for integrated land use and subdivision consents (as outlined in option 3), provide for vacant allotments within the Medium Density Residential Zone subject to a minimum shape factor of 8 x 15 as a Restricted Discretionary Activity. Where this shape factor is not met, activity status is raised to non-complying activity. Meeting the performance standards of the MDRZ would be significantly more difficult with this option and may only be possible with a few dwelling designs, sizes and lot orientations with such a limited site shape factor and site size. Therefore, design outcomes are at much greater risk with this option if the zone performance standards cannot be met. This option is based on a submission request from Kāinga Ora for a minimum vacant lot shape factor of 8m x 15m or 120m².

7.6 Inclusion of Rules for Retirement Villages in the Medium Density, Hastings General Residential, Havelock North General Residential, and Flaxmere Residential Zone

7.6.1 Options

Options are:

1. Status Quo provide for retirement villages as part of comprehensive residential development which would result in it only applying to the new development areas.
2. Provide for a separate policy and rule framework for retirement villages in the Medium Density Zone, Hastings General Residential to better recognise the housing needs of the ageing population.
3. Make no separate provision and the new medium density rules would be applied to retirement villages.

ISSUE 1 : Spatial extent and location of the Medium Density Residential Zone						
Option Method	Effectiveness in achieving the existing and recommended objectives	Costs	Benefits	Efficiency in achieving the existing and recommended objectives	Overall Appropriateness in achieving the existing and recommended objectives	Risk of acting or not acting (if uncertain or insufficient information)
Option 1 Status Quo / Scenario 1 PC5 as notified	<p>This option is considered effective in achieving UDO8 as it would enable more location options for medium density housing within the urban environment that the current operative plan provisions. Havelock North is also an area of high demand for housing and therefore this option would assist in meeting that need.</p> <p>This option would meet the intent of MDO1 as it would include a medium density zone in Hastings and Havelock North around the village centre. However, it would not completely meet the purpose of this objective as it would not include a medium density zone in Flaxmere.</p> <p>While this option does not greatly expand on the existing areas where medium density housing can be developed it does provide for different housing typologies in various locations across the urban area of Hastings and Havelock North as a first step in meeting the intent of objective UDO8 and MDO1 and the objectives</p>	<p>Environmental – limiting the locations in which the zone is applied constrains the availability of land for medium density development and places greater pressure on expansion areas to accommodate growth resulting in the potential loss of versatile soils if urban development expands out onto the Plains.</p> <p>Economic – limiting the locations to which the medium density zone applies has the potential to constrain the market fuelling price rises. A zone with a small land area that does not cover all urban locations reduces opportunities for land purchase and therefore limits the ability of housing providers to meet current and potential</p>	<p>Environmental – restricting the medium density zoning to the existing city living zone and those areas identified in appendices 27, 28 and 29 means that the impacts of additional density on the district’s three waters infrastructure can be managed more effectively and efficiently. Constraints can be quickly identified, modelling carried out and solutions sought to achieve upgrades in order to ensure adverse effects to environmental values and public health and wellbeing are avoided or sufficiently mitigated.</p> <p>Social and Cultural – including the areas identified in the appendices of the plan within the MRZ provides a greater range of locations in which medium density housing typologies can be built benefiting these communities with a</p>	<p>This option is considered to be efficient. Overall, Scenario 1 (PC5 as notified) achieves the intent of UDO8 as a first step and partially achieves MDO1 with the exception of the Flaxmere area. This option also seeks to achieve new objective UDO10 by providing a greater range of locations in which medium density housing typologies can be built, while ensuring that the necessary infrastructure is or will be in place for specific development proposals.</p>	Appropriate	N/A Information is sufficient and certain

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	and policies of the NPS-UD. It also ensures that existing infrastructure will be able to cope with medium density development. Overall, this option is considered to be moderately effective in achieving the existing and recommended objectives of the plan.	future housing demands. Social and Cultural - not identifying any land in Flaxmere for a medium density residential zone will reduce potential land development options for smaller housing typologies in this area and restrict the housing choice availability for people who live in Flaxmere making it more difficult for some households in this community to meet their housing needs.	wider variety of housing options and choice.			
Option 2 Scenario 2A Establish a MRZ within a 400m catchment area around the commercial centres of Hastings, Havelock North and Flaxmere. In addition Scenario 2A includes all identified MRZ areas as notified located outside the 400m catchment (ie Mahora, Raureka and Windsor Park areas)	This option zones a larger land area than option 1 and therefore provides more opportunities for medium density housing in a greater range of locations across the urban areas of the District, including Flaxmere. This option focuses the medium density residential zone within a 5 minute walk (400m catchment) of the centres of Hastings, Havelock North and Flaxmere making these amenities more accessible through active transport	Environmental Costs – a zone that includes outlying areas disconnected from the main zone is more difficult and costly to ensure there is sufficient infrastructure capacity to service the level of development that the zoning allows. Environmental costs – potential for increased traffic volumes and congestion within and	Environmental Benefits – Residential intensification assists in protecting the Heretaunga Plains soil resource. Locating medium density housing areas within a 5 minute walk of commercial centres will encourage the shift to more active transportation modes (walking and cycling) which can over time result in reduced traffic congestion and greenhouse gas emissions although it is	Overall, Option 2 - Scenario 2A achieves the intent of UDO8 and is more efficient than option 1 in providing for housing choice in greater range of locations. UDO9 seeks to ensure infrastructure and land use is integrated so that development can occur in a planned manner. While this option does not fully achieve UDO9 as efficiently as option 3 (scenario 2B), it provides a more consolidated and	Appropriate	N/A information is sufficient and certain

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	<p>modes. Scenario 2A achieves a more consolidated zone although there are still outlying areas such as Windsor Park and Raureka which are not anchored by commercial areas that provide a range of facilities and services. These outlying areas rely on the private car or public transport services to access supermarket facilities for example. Overall, it is more effective in meeting the objectives of UDO8 and MDO1 than option 1.</p>	<p>around the medium density residential zoned areas as the population of these areas increase. There is also the potential loss of existing housing stock and significant changes to existing residential amenity and character within the inner-city areas as a new urban character of the medium density residential zone is established.</p> <p>Economic – while this option expands the zone from option 1 in comparison to option 4 it still limits the locations to which the medium density residential zone applies and therefore has the potential to constrain the market fuelling price rises.</p> <p>Social and Cultural Costs - while existing character zones within the 400m catchment will be retained there is the potential for existing character homes in these inner-city areas to be lost that are not located within a</p>	<p>noted that some of the outlying areas of the zone will still rely on public transport or private cars to access many day to day necessities.</p> <p>Economic Benefits – a larger land area for the purpose of medium density residential development will provide greater options for land purchase for developers and more of a balance between land supply and demand, ensuring some price stability.</p> <p>Social and Cultural benefits – concentrating housing around existing centres fosters vibrant and thriving communities. The additional population provides a critical mass enabling a greater variety of services and facilities in these centres. Improved accessibility can often result in a higher quality of life due to the health and wellbeing benefits of walking and cycling.</p>	<p>connected zone that option 1. Scenario 2A is also in line with the intent of UDO10 to create a well-functioning environment although some of the outlying areas of the zone will not be within an easy walking distance of a commercial centre that provides an appropriate level of service to anchor medium density housing development.</p>		
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		character residential zone.	Social and Cultural Benefits – this option will provide for a greater range of locations for households to provide for their housing needs and preferences than option 1 and 3.			
Option 3 Scenario 2B Establish a MRZ within a 400m catchment area around the commercial centres of Hastings, Havelock North and Flaxmere as well as the existing City Living zoned areas located outside the 400m catchment area at Mahora.	Option 3 is considered to be the most effective in achieving all the objectives UDO8, UDO9 and UDO10, given that it will provide a consolidated and connected zone around the existing centres of Hastings and Mahora, Havelock North and Flaxmere. A consolidated and fully connected zone around these main commercial areas will enable infrastructure planning and provision to be targeted ensuring integration between land use and infrastructure provision.	Environmental Costs - potential for increased traffic volumes and congestion within and around the medium density residential zoned areas as the population of these areas increase. Environmental Costs - There is also the potential loss of existing housing stock and significant changes to existing residential amenity and character within the inner-city areas as a new urban character of the medium density residential zone is established. Social and Cultural costs While existing character zones within the 400m catchment will be retained there is the potential for existing character homes in these inner city areas to	Environmental Benefits - Residential intensification assists in protecting the Heretaunga Plains soil resource. A zone that is wholly connected and radiates out from the main commercial centres is more easily able to be serviced in a planned and coordinated manner providing certainty that there is sufficient infrastructure capacity to service the level of development that the zoning allows. Environmental Benefits - locating medium density housing areas within a 5 minute walk of commercial centres will encourage the shift to more active transportation modes (walking and cycling) which can over time result in reduced traffic congestion	This option is the most efficient as it achieves the intent of all strategic objectives UDO8, UDO9 and UDO10. The benefits of this option in terms of creating a compact urban environment where accessibility to facilities and services is greatest outweigh the costs.	Appropriate	N/A information is sufficient and certain

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		<p>be lost that are not located within a character residential zone.</p> <p>Economic costs While this option expands the zone boundaries from option 1 in comparison to options 2 and 4 it limits the locations to which the medium density residential zone applies and therefore has the potential to constrain the market.</p>	<p>and greenhouse gas emissions</p> <p>Economic Benefits – Scenario 2B will focus land use and infrastructure provision in a consolidated area which enables the cost of infrastructure to be more certain and funding streams can be aligned providing an assurance that development can be accommodated within the zoned area.</p> <p>Economic Benefits - this option will provide greater opportunities for land purchase than option 1 and therefore encourage more of a balance between land supply and demand.</p> <p>Social and Cultural Benefits concentrating housing around existing centres fosters vibrant and thriving communities. The additional population provides a critical mass enabling a greater variety of services and facilities in these centres. Improved accessibility can often result in a higher quality of</p>			
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			life due to the health and wellbeing benefits of walking and cycling. Compared to option 1, scenario 2B will provide a greater opportunity for the community to meet their housing needs.			
Option 4 Scenario 3 – All of the Hastings Urban area rezoned as MDRZ plus an 800m catchment around the town centres of Havelock North and Flaxmere	This option is effective in achieving objective UDO8 in that it provides for intensification across the whole Hastings urban area as well as large areas around the Havelock North and Flaxmere town centres. The enables a wide range of people and households to easily meet their housing needs and preferences in their local communities. However, it is much more difficult under Scenario 3 to ensure a coordinated and integrated approach to infrastructure provision given that medium density residential development would be enabled across the entire Hastings urban area as well as large areas of Havelock North and Flaxmere. This wide distribution of density makes it impossible to plan for and provide certainty that	Environmental Costs Allowing medium density development across the whole of the existing urban area of Hastings would have significant impacts on existing amenity and character. Such a policy framework could potentially have significant and wide ranging adverse environmental effects particularly where infrastructure could not cope with such development levels. The lost opportunity to encourage more active modes of transport could result in increased greenhouse gas emissions. Economic Costs – funding needed to ensure sufficient	Environmental Benefits Rezoning such a large land area for medium density residential development would reduce the impacts of growth on the plains production land resource. Spreading out medium density development across the urban area may have benefits of dispersing traffic to the extent that this may lessen congestion in some areas. Economic Benefits – enabling medium density development over a large area will make it easier to acquire land for development purposes and will ensure land supply is balanced with demand.	This option is not considered to be an efficient way of achieving objectives UDO8, UDO9 and UDO10 given the economic costs associated with the wide distribution of medium density development and the significant environmental costs associated with changing the amenity and character of the entire Hastings residential environment particularly when this is not warranted given that a smaller zone will equally be able to provide sufficient development capacity to meet housing demand over the next 30 years.	Not appropriate given the significant economic and environmental costs	N/A information is sufficient and certain

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	<p>infrastructure in all these areas will be sufficient. Providing the funding needed to service all these areas would be uneconomic for the Council and community. Therefore, this option would not be effective in achieving UDO9. It would also not be effective in achieving the well-functioning urban environment that UDO10 envisages as development would be spread across the urban area and not be concentrated around existing centres that provide a sufficient level of service to anchor medium density housing. The distance of such developments from commercial centres would also be a missed opportunity to encourage active transport modes that seek to improve the health and wellbeing of the community as well as improving sustainability, reducing reliance on the car and associated greenhouse gas emissions.</p>	<p>infrastructure services were available to meet the development capacity enabled over this large area would be uneconomic for the council and community. Social and Cultural costs – the benefits of concentrating housing and growth around existing urban centres would be diminished as development would be too spread out. Such distribution of the population may impact the vibrancy of main commercial centres leading to a loss of services and facilities.</p>				
<p>CONCLUSION: Option 4 is not considered to be appropriate or efficient. While both Options 1 and 2 are both appropriate and reasonably efficient, Option 3 provides the greatest benefits through consolidating the zone around the main commercial centres of the urban area and ensures the integrated planning of land use and infrastructure in a way that is affordable for Council and the community.</p>						

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ISSUE 2: Removal of Comprehensive Residential Development Rules						
<i>Option Method</i>	<i>Effectiveness of achieving the existing and recommended objectives</i>	<i>Costs</i>	<i>Benefits</i>	<i>Efficiency in achieving the existing and recommended objectives</i>	<i>Appropriate in achieving the existing and recommended objectives</i>	<i>Risk of acting or not acting</i>
1 Status Quo (PC5 as notified) – retain comprehensive residential development activities in the MDRZ and GRZ of Hastings, Havelock North and Flaxmere CRD activities would have a Controlled and RDNN status in the MRZ and RDNN in the GRZ	Overall, this option is effective in achieving the existing and recommended objectives of the Plan that relate to redevelopment of existing residential areas and maintaining amenity values. The original intention of using CRD as the mechanism for more intensive residential development was to encourage the amalgamation of sites creating a site size and shape that facilitates a variety of unit layouts and therefore good design outcomes. As site size gets smaller and more people are living closer together, there is a need to ensure an integrated design led approach so that living environments enhance the wellbeing of people. The need to amalgamate sites was removed as part of PC5 but CRD were required to include 2 or more residential units and an integrated design of the dwellings, landscaping, and	<p>Environmental costs – restricting development could potentially mean that intensification does not occur which places greater pressure on the Heretaunga Plains land resource.</p> <p>Environmental costs – Allowing CRD in the General Residential Zones (albeit subject to a context standard) as well as the MDRZ has the potential to significantly change the character of large areas of the residential environment.</p> <p>Environmental costs – allowing more intensive development to spread out over the GRZ could have significant and wide ranging adverse environmental effects particularly where infrastructure could not</p>	<p>Environmental Benefits – the land resource is potentially used more efficiently for redevelopment by restricting infill development which in turn protects the Heretaunga Plains versatile soils over a longer time period.</p> <p>Environmental Benefits – infrastructure capacity and provision is considered and confirmed through the resource consent process reducing potential for adverse environmental effects.</p> <p>Social and Cultural Benefits – resource consent applications are required to ensure development provides a positive contribution to</p>	The PC5 as notified rule framework for comprehensive residential development is efficient as it does achieve objectives around amenity and infrastructure provision. However it does so in a manner that restricts development, particularly in the MDRZ which goes against the NPS-UD directives to remove barriers to development. The rule framework is complicated and confuses the development outcomes sought for the GRZ by allowing development at higher densities than the stated zone density through the CRD provisions. These aspects of this option reduce its efficiency in terms of amenity outcomes and the provision of infrastructure in particular.	Appropriate	Any risk associated with implementing this option in relation to infrastructure capacity and capability has remedied through greater understanding of where constraints exist and the completion of the Infrastructure Constraints report May 2023. In addition, the upgrade works to wastewater that Council is currently progressing will address

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	<p>infrastructure. The rule framework proposed meant that proposals of 2 or more units on a site would require resource consent to ensure good design outcomes are achieved and that infrastructure capacity was sufficient to service proposals. From this perspective, the CRD provisions are effective in achieving the objectives relating to residential amenity and good quality living environments and sufficient infrastructure provision including MDO2, MDP3, RESZ-P2, MRZO2, MRZ-O3 MRZ-P3, RO2, RO3, RP3, and RP4. However, requiring consent in a MDRZ for 2 units on a site (and restricting infill of 1 additional dwelling as well) is a barrier to development effectively not allowing any additional development to occur as of right. In addition, in the GRZ having separate provisions for CRD does make the rule framework more cumbersome. A separate rule framework and performance standards for infill residential development and CRD development has made the plan provisions confusing.</p>	<p>cope with such development levels. Such a rule framework would also lose the opportunity to encourage more active modes of transport and could result in increased greenhouse gas emissions.</p> <p>Economic costs – restricting development impacts landowners ability to provide for their economic wellbeing where there are no permitted activity development rights except for existing buildings.</p> <p>Economic Costs - Provisions may act as a barrier to development of the MDRZ as costs to develop even 1 or 2 dwellings on a site would require resource consent applications.</p> <p>Economic Costs – spreading out more intensive development across the GRZ may also increase the costs of infrastructure provision</p>	<p>neighbourhood amenity and aligns with the planned urban built form environment.</p>			<p>capacity issues in the MDRZ areas specifically identified for intensification.</p>
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	<p>Therefore, the CRD rule structure could be considered a barrier to development from the point of view that it is confusing and makes it harder to understand the development outcomes sought for each of the zones. From this perspective this option does not promote the objectives of the plan change.</p>	<p>given it would be difficult to plan for and thus may result in infrastructure being provided everywhere with excess capacity going unused in some areas where development doesn't occur.</p> <p>Social and Cultural Costs – In the MDRZ, the restriction of development rights has an impact of the ability of the community to provide for their social wellbeing by restricting their ability to house dependent relatives in an additional unit on site. The greater heights and densities allowed through the MDRZ zone provisions and the significant change that could potentially occur may impact the wellbeing of existing residents.</p>				
<p>2. Remove Comprehensive Residential Development from the MDRZ, GRZ of</p>	<p>This option is considered more effective than option 1 in achieving the purpose and objectives of the plan change (to remove barriers and enable</p>	<p>Environmental costs – significant change to the character and amenity of the existing residential environment</p>	<p>Administrative benefits – simplifying the rule framework clarifies and aids understanding, making the rules easier to</p>	<p>Option 2 is more efficient than option 1 in achieving the objectives. This option creates a clear and distinct rule framework</p>	<p>Appropriate</p>	<p>N/A information is sufficient and certain given the</p>

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<p>Hastings, Havelock North and Flaxmere (except for the new urban development areas of Howard St and Brookvale) and Hastings Character Residential Zone and replace with a simplified rule structure based on number of units on a site. Allow two units on a site greater than 500m² as a permitted activity in MDRZ and retain the existing rule structure of 1 principal unit per 350m² (or 500m² in Flaxmere) in the GRZ as a permitted activity.</p>	<p>more development to occur within existing urban areas) as well as the existing and recommended objectives of the District Plan in respect of good design and amenity outcomes and sufficient infrastructure provision. On the understanding that Council are currently progressing wastewater upgrades, the rule framework can allow 2 units on a site as a permitted activity in the MDRZ area provided that the site is 500m² or greater in size. This option will therefore align with the purpose of the plan change to remove barriers to development and enables greater development rights compared to option 1 in these MDRZ locations. While removing provision for CRD from the GRZ will reduce opportunities for more intensive housing in these locations, residential intensification and development of this zone will still be able to occur at a maximum density of 1 residential unit to 350m². The distinction in densities between the two zones aligns with the zone descriptions in the national planning</p>	<p>will be enabled within the MDRZ through the provisions of the zone allowing greater height and densities than are currently allowed in these areas. However, this will not be as widespread as in option 1. In the GRZ residential intensification will also continue to occur in line with the GRZ density of 1: 350m², meaning that these residential environments will continue to change overtime. Economic costs – Reduces the potential number of sites available for more intensive development as opposed to option 1. In particular, this option removes the ability of Character Residential Zoned sites around Cornwall Park from being able to further develop their properties which impacts their ability to provide for their economic wellbeing.</p>	<p>administer and more easily understandable for a wider range of the community. This saves time and cost as a result. Environmental Benefits – Directing more intensive residential development only to MDRZ areas that are located within 400m of the main commercial centres of the District encourages more active modes of transportation and could potentially reduce greenhouse gas emissions over time as transport behavior patterns change. Environmental benefits – requiring resource consent in the MDRZ for 3 or more units ensures a design-led process is followed and good design outcomes can be achieved. Where site sizes are smaller, it is important to ensure developments will create livable, high amenity environments that positively contribute to the urban character desired in the zone. In the GRZ,</p>	<p>for the MDRZ and GRZ. The provisions clearly outline the expectations in terms of development outcomes which provides certainty to the community and developers of what is expected in each particular zone. Directing more intensive development to the MDRZ enables infrastructure provision to be targeted and is therefore a more efficient way to plan and manage infrastructure provision. The rule structure also enables more development to occur in the MDRZ as a permitted activity, reducing barriers to development and enabling people to provide for economic, social and cultural wellbeing by developing their land in line with the zone provisions.</p>		<p>Infrastructure constraints report May 2023 and the funding secured to progress wastewater upgrade works for the MDRZ.</p>
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	<p>standards template (MDRZ have a moderate concentration and bulk of buildings with GRZ having a relatively lower concentration and bulk of buildings). Providing a clear distinction between the two zones gives certainty to both residents and developers of the expected development outcomes in these zones. Whereas under option 1 – the development outcomes would be confused by continuing to allow CRD at higher densities than 1 dwelling per 350m² in the GRZ.</p>	<p>Social and Cultural costs – within the MDRZ, the potential significant change to the residential environments that could occur as a result of greater densities and height may impact the wellbeing of existing residents who have lived in these areas for many years.</p>	<p>developments complying with the density and zone performance standards will provide residential environments that are anticipated and as such no further design controls are considered necessary. Directing more intensive development to the MDRZ and maintaining existing densities in the GRZ will reduce impacts on the character and amenity of these neighbourhoods. Where development exceeds the GRZ density requirements, it is anticipated that the guidance within the Medium Density Design Framework will assist in the consideration of these applications assuring that development will be consistent with the planned built form environment.</p> <p>In terms of the removal of comprehensive residential development from the Character Residential Zones around Cornwall Park – this will assist to ensure that there is no conflict between</p>			
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			<p>development and the retention of character homes.</p> <p>Economic Benefits – Option 2 will create definite development outcomes for each zone ensuring that infrastructure provision can be aligned to these making it easier to plan and fund upgrades as necessary. The certainty provided by removing CRD from the GRZ will ensure that development that meets the zone standards with respect to density can be accommodated within the zoned area.</p> <p>Economic benefits – allowing 2 units to be built on site as a permitted activity reduces the cost of development and enables people to provide for their economic wellbeing</p> <p>Social and Cultural benefits Removing CRD out of the GRZ provides greater certainty to residents and developers of the development outcomes sought for each zone and</p>			
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			directs more intensive development to the MDRZ.			
CONCLUSION: While Option 1 is appropriate and effective, it does not provide for development in the most efficient manner. Therefore, Option 2 is considered the most appropriate rule framework for the MDRZ and GRZ as it creates a transparent approach to development in each of the zones. It balances reducing barriers to development by allowing a greater level of development as of right in the MDRZ, while using the performance standards of the zone to protect environmental amenity and ensure the creation of high-quality residential environments. The simplified rule framework that this option provides is also easier to understand and administer creating time and cost savings.						

ISSUE 3: Inclusion of rules allowing for the creation of vacant allotments in the Medium Density Residential Zone						
Option Method	Effectiveness of achieving the existing and recommended objectives	Costs	Benefits	Efficiency in achieving the existing and recommended objectives	Appropriate in achieving the existing and recommended objectives	Risk of acting or not acting
Option 1 (operative provisions) Vacant lot subdivision is restricted discretionary activity through SLD15 subject to meeting an average minimum site size of 250m ² and a maximum site size of 350m ² . Where these standards are not met, subdivision is a non-complying activity through SLD25.	Vacant lot subdivision is enabled provided that an average minimum site size of 250m ² is met. These vacant lot subdivisions are considered as a RDNN with assessment matters including the land use provisions (standards and assessment criteria) to ensure complying dwellings can be built on the resultant lot. Overall, it is considered that this option is partially effective in achieving the design outcomes of the objectives given the site size constraints in place and consideration of the land use standards and assessment criteria.	<p>Economic Costs A higher activity status places additional administrative costs on this option. There are costs associated with preparing applications and assessment in terms of the land use provisions – effectively requiring concept plans showing how a complying development could be achieved.</p> <p>Environmental Costs Vacant lots may be seen as an easy way to develop land, resulting in a number of small lots being created in an area. The type of development may not achieve the high quality residential environment outcomes sought to be achieved in the zone.</p> <p>Social and Cultural Costs Vacant lot subdivisions with an average minimum site size of</p>	<p>Environmental Benefits A RDNN activity status means that applications could be declined and/or there is more regulatory control to require changes in order to meet assessment criteria of the plan potentially resulting in better urban design outcomes in comparison to options 2 and 4.</p> <p>Economic benefits Providing landowners and developers with the choice to undertake vacant lot development, provides options for developers and landowners to meet their economic wellbeing and greater flexibility which encourages more development to occur.</p> <p>Social and Cultural Benefits Provides landowners with options to in terms of the sale and development of their land, enables landowners to remain in the suburb in which the live</p>	This option is not as efficient as option 2 in providing for a greater amount of housing supply given that activity status is higher and site size limits are included. However, it does provide a better balance in achieving the urban design outcomes and high-quality residential environment sought for the zone given that it includes site size provisions for vacant lots (as opposed to option 2 which has no minimum site size) and that these site sizes are larger than those provided for in options 2 and 4.	Appropriate	

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		250m ² may not provide for sufficient land area to create a range of housing typologies so there may be fewer apartment or attached housing typologies developed.	and provides options to house family members through subdividing their properties.			
Option 2 PC5 as notified –vacant lot subdivision with no minimum site size in the MDRZ provided for as a controlled activity through SLD1.	Vacant lot subdivision is provided for as a controlled activity. In this option there is no required minimum size for sites provided that servicing capacity is sufficient and available. Under this option, there is no control over design matters or whether the size of a resultant vacant lot could accommodate a complying dwelling. This option is not considered to be effective in achieving the objectives of the plan change both in terms of creating a high-quality urban character and residential environment and with respect to ensuring a range of housing typologies are available. Allowing vacant lots to be developed as a controlled activity and therefore on the same basis as CRD or an integrated subdivision and land use pathway does not	Environment, Social and Cultural Costs This option enables vacant lot development on the same basis as integrated land use and subdivision consents. Given the lower cost of vacant lot subdivision there is the potential for a proliferation of vacant lots. This option provides no minimum site size for vacant lots and therefore creates the potential for significant and serious impacts on the amenity and character of the zone. Added to that, the controlled activity status does not provide sufficient regulatory control to seek changes through the consent process to ensure better	Environmental Benefits Residential intensification assists in protecting the Heretaunga Plains soil resource. Providing flexibility in how to undertake residential development encourages development to occur. Economic Benefits Lower activity status for vacant lot development and reducing restrictions with no minimum site size provides greater certainty to developers and potentially ensures a smoother, faster consent process saving time and cost. Economic benefits Provides flexibility in how land development can be achieved. Provides	This option is considered to be efficient in achieving UDO7, UDO8, UDO9 – in terms of achieving a greater amount of supply and development that is integrated with service provision. However, that comes at the expense of ensuring high quality high amenity residential environment. In terms of ensuring a positive contribution to the creation of a new urban character and achieving a well-functioning urban environment with a range of housing typologies to meet a variety of household needs, it is considered that this option falls short. In terms of MDO2 and MRZ-O2, it does not place sufficient emphasis on	Not appropriate	N/A information is sufficient and certain

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	<p>encourage or incentivize the achievement of good design outcomes through combining land use and subdivision.</p>	<p>design outcomes are achieved given that consent must be granted. The provisions effectively encourage vacant lot development over CRD (or an integrated land use and subdivision consent pathway) and as such do not assist in encouraging the shift to more attached dwelling typologies and therefore may not provide the range of house types that meets the needs of all members of the community impacting the ability of households to find accommodation in their chosen locality.</p> <p>Environmental Costs If less housing products are available and are not sufficiently varied to meet demand, this potentially may place greater pressure to expand outwards onto land that is less accessible in order to create sufficient housing supply.</p>	<p>landowners with the flexibility to generate income from just the land rather than needing to have sufficient capital to design and build the dwellings.</p> <p>Social and Cultural Benefits Provides landowners with options to in terms of the sale and development of their land, enables landowners to remain in the suburb in which the live and provides options to house family members through subdividing their properties.</p>	<p>urban design outcomes and allowing vacant lots with no minimum site size creates a significant potential risk of undermining the high-quality high amenity residential environment that is sought. The potential environmental costs of this option on amenity and character of the zone are considered to significantly outweigh the benefits of enabling a greater amount of supply and reduced land development costs.</p>		
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<p>Option 3 Provide for vacant allotments to be created within the Medium Density Residential Zone subject to a 250m² minimum site size as a Restricted Discretionary Activity (SLD15). Where this minimum site size is not met, activity status is raised to Non-Complying</p>	<p>This option provides for flexibility in undertaking development in the medium density residential zone by providing for vacant lot subdivision while ensuring that vacant site sizes are sufficient to accommodate a dwelling that meets the performance standards of the zone. Ensuring the performance standards are met will also enable the good design outcomes sought to be achieved in the zone. Further, enabling vacant lot subdivision subject to a 250m² provides flexibility and assists in achieving UDO7 (housing bottom lines) and UDO8 (enabling development in areas where there is accessibility and demand). Implementing this option with land use rules allowing only one dwelling per 250m² assists to ensure that the high-quality residential environment and urban character outcomes sought from objectives MDO2 and MRZ-O2 can still be achieved provided that the performance standards are met.</p>	<p>Environmental Costs – there is potential for adverse environmental effects to occur on amenity and character where land development is not integrated with dwelling design and construction.</p> <p>There is potential for the high amenity urban character sought to be achieved by the zone to be undermined by the proliferation of the development of small vacant lots as opposed to the preferred development method of integrated land use and subdivision consents.</p> <p>Economic Costs - If the quality of development is reduced as a result of vacant lot development – there is the potential for the desirability of properties within the MDRZ to reduce, making land values drop and impact profit margins. This could also negatively affect the provision of housing supply.</p>	<p>Environmental Benefits Enables further development of urban land and thereby assists in protecting the Heretaunga Plains soil resource. Encourages land use efficiency and good design outcomes through achieving compliance with the zone performance standards of the District Plan.</p> <p>Economic benefits Provides flexibility in how land development can be achieved. Provides landowners with the flexibility to generate income from just the land rather than needing to have sufficient capital to design and build the dwellings.</p> <p>Social and Cultural Benefits Provides landowners with options to in terms of the sale and development of their land, enables landowners to remain in the suburb in which the live and provides options to house family members</p>	<p>This option is considered efficient in achieving UDO7 (housing bottom lines) as it provides flexibility in how development within the zone occurs enabling developers and landowners’ greater opportunities to meet their needs and provide for market demand in the different locations of the zone. There is a potential risk that if a proliferation of small 250m² vacant lots were created, that urban character and range of house typologies sought would not be achieved, undermining the ability of this option to meet objectives UDO10, MDO2 and MRZ-O2. However, on balance, a minimum site size of 250m² is considered large enough to achieve good design outcomes with a range of unit designs that can meet the performance standards of the zone in a manner that would be consistent with the outcomes sought by the objectives and policies of the zone. Overall, it is considered that this option is moderately efficient</p>	<p>Appropriate</p>	<p>N/A information is sufficient and certain</p>
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		<p>A restricted discretionary activity status for vacant lot subdivision does increase uncertainty and costs but these may be balanced out with the less capital costs required for vacant lot subdivision as opposed to selling a completed built development of integrated dwellings.</p> <p>Social and Cultural costs Enabling vacant lot development could potentially reduce the provision of a range of housing typologies and encourage the predominant development pattern of detached houses albeit on smaller sites. This does not assist in encouraging the shift to more attached dwelling typologies and therefore may not provide the range of house types that meets the needs of all members of the community.</p>	<p>through subdividing their properties.</p>	<p>in achieving the objectives as a whole.</p>		
<p>Option 4 Provide for vacant allotments within the</p>	<p>This option is considered to only be partially effective in meeting the intent of the</p>	<p>Environmental Costs As for option 3 there is potential for adverse</p>	<p>Environmental Benefits Enables further development of urban land</p>	<p>Option 4 is considered to be more efficient than option 1 and 3 in achieving UDO7</p>	<p>Not appropriate</p>	<p>N/A information is</p>

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<p>Medium Density Residential Zone subject to a minimum shape factor of 8 x 15 as a Restricted Discretionary Activity. Where this shape factor is not met, activity status is raised to non-complying activity.</p>	<p>objectives. While it will provide flexibility to create the additional housing supply needed to achieve housing bottom lines in UDO7, this option has the potential to significantly undermine the ability to create the urban character and amenity that is sought for this new zone. An 8 x 15 shape factor equates to a lot size of 120m², this lot size is considered significantly too small for vacant lot development that would not be subject to urban design checks and evaluation through consideration of the zone assessment criteria for residential development.</p>	<p>environmental effects to occur on amenity and character where land development is not integrated with dwelling design and construction.</p> <p>In the case of this option there is potential for the high amenity urban character sought to be achieved by the zone to potentially be undermined by the proliferation of the development of 120m² vacant lots, a size that is unusually small for this provincial district. Even with detailed dwelling design, this site size is considerably smaller than what could be expected to be allowed for or considered appropriate in a medium density residential zone in a provincial city. Development and/or creation of lot sizes of 120m² would generally be considered to be a high-density development in the context of Hastings and are considered more</p>	<p>and thereby assists in protecting the Heretaunga Plains soil resource.</p> <p>Economic Benefits As for option 3, the choice to undertake an integrated development or vacant lot development, provides options for developers and landowners to meet their economic wellbeing and greater flexibility which encourages more development to occur.</p> <p>Social and Cultural Benefits As for option 2, option 3 also provides landowners with flexibility and choice in terms of the sale and development of their land, enables landowners to remain in the suburb in which the live and provides options to house family members through subdivision of vacant lots.</p>	<p>(housing bottom lines) as it provides flexibility in how development within the zone occurs enabling developers and landowners' greater opportunities to meet their needs and provide for market demand in the different locations of the zone. In terms of achieving UDO10, MDO2 and MRZ-O2 this option is considered less efficient than both options 1 and 3 as the potential environmental and social costs could outweigh the benefits and it is a risk that if a proliferation of very small 120m² vacant lots were created, that the urban character and range of house typologies sought would not be achieved. A minimum vacant lot size of 120m² is considered to be high density development in the Hastings context and is not of a sufficient size to achieve good design outcomes in a manner that would be consistent with the outcomes sought by the objectives and policies of the zone. Overall, it is considered that this</p>		<p>sufficient and certain</p>
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		<p>appropriate located within CBDs and other locations with special amenity values.</p> <p>Economic costs With this option, allowing large numbers of vacant lots at such small sizes to be created could potentially reduce the desirability of zone as a high-quality urban environment in which to live. Over supplying the market with vacant lots may reduce profit margins for development within the zone thereby impacting that completion of buildings on vacant lots and further impacting the amenity values and desirability associated with living in the zone.</p> <p>Social and Cultural costs Enabling vacant lot development at such a small site size could potentially reduce the provision of a range of housing typologies and encourage the predominant development pattern of detached houses. This</p>		<p>option has a low efficiency rating in achieving the objectives as a whole given the importance placed on achieving a greater supply of housing but not at the expense of the quality, amenity and character of the environment or the wellbeing of people and communities. The costs and risks of allowing vacant lot development at such a lot site size are significant and will undermine the objective to create a well-functioning urban environment.</p>		
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		part of this option does not assist in encouraging the shift to more attached dwelling typologies and therefore may not provide the range of house types that meets the needs of all members of the community impacting the ability of small households to find accommodation in their chosen locality.				
<p>CONCLUSION: While Option 1 is appropriate and reasonably effective and efficient it does potentially allow for some vacant lots below 250m² which has the potential to undermine the urban design outcomes sought for the zone. Options 2 and 4 are not considered appropriate in the context of Hastings given that small site sizes allowed. These options are considered to pose a serious risk to the urban character and amenity levels sought to be achieved in the MDRZ. Therefore, on balance, Option 3 is considered the most appropriate way to enable vacant lot subdivision and development of the zone. This option provides for vacant lot development at a restricted discretionary activity status and subject to a 250m² minimum site size which is sufficient to ensure compliance with performance standards which seek to achieve good urban design outcomes. It balances reducing barriers to development by allowing options in how this development can be undertaken while ensuring that a high-quality residential environment and amenity levels can be achieved in the zone.</p>						

ISSUE 4: Inclusion of Policy & Rule Framework for Retirement Villages						
Option Method	Effectiveness of achieving the existing and recommended objectives	Costs	Benefits	Efficiency in achieving the existing and recommended objectives	Appropriate in achieving the existing and recommended objectives	Risk of acting or not acting
1 Status Quo (PC5 as notified) – retain provision for retirement villages as part of comprehensive residential development activities in the MDRZ and GRZ of Hastings, Havelock North and Flaxmere CRD activities would have a Controlled and RDNN status in the MDRZ and RDNN in the GRZ	<p>This option is effective in achieving the existing and recommended objectives of the Plan that relate to redevelopment of existing residential areas and maintaining amenity values. The original intention of using CRD as the mechanism for more intensive residential development was to encourage the amalgamation of sites creating a site size and shape that facilitates a variety of unit layouts and therefore good design outcomes.</p> <p>However this approach is not entirely appropriate for retirement village development which have a different site establishment model and work to a master plan model. It could not be considered totally effective in meeting the new objective of recognising and enabling housing needs of the ageing population.</p>	<p>Social and Cultural costs – This option could lead to a lesser number of retirement village units being built, placing strain on the ageing community looking for housing choice.</p> <p>Environmental costs – Allowing retirement villages in the General Residential Zones (albeit subject to a context standard) as well as the MRZ has the potential to significantly change the character of large areas of the residential environment.</p> <p>Economic costs – restricting development impacts landowners ability to provide for their economic wellbeing where there are no permitted activity development rights except for existing buildings.</p> <p>Economic Costs - Provisions may act as a barrier to development due to the requirement</p>	<p>Environmental Benefits – the land resource is potentially used more efficiently as retirement villages have a higher density of development than many of the medium density developments.</p> <p>Environmental Benefits – infrastructure capacity and provision is considered and confirmed through the resource consent process reducing potential for adverse environmental effects.</p> <p>Social and Cultural Benefits – resource consent applications are required to ensure development provides a positive contribution to neighbourhood amenity and aligns with the planned urban built form environment.</p>	<p>The PC5 as notified rule framework for comprehensive residential development is efficient as it does achieve objectives around amenity and infrastructure provision. However it does so in a manner that restricts development, particularly in the MDRZ which goes against the NPS-UD directives to remove barriers to development and provide diverse housing choice. Overall this option is regarded as inefficient.</p>	Appropriate	<p>The risk of not acting and maintaining the status quo is that there will be a more difficult pathway for retirement village consent with the possibility of the sector not being able to meet the demand of an ageing community.</p>

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		for resource consent applications.				
2. Provide for a separate policy and rule framework for retirement villages in the Medium Density Zone, Hastings General Residential, Havelock North Residential and Flaxmere Residential Zones.	This is an effective method for meeting the objective of recognising and providing for the housing needs of an ageing population. It clearly identifies that retirement villages play an important role in meeting a proportion of the housing needs of the older age cohort. It gives certainty to proposed developers of the rules and consenting pathway for retirement villages.	<p>Economic Costs This could lead to the need to provide additional infrastructure to areas of the district that may not have been planned for.</p> <p>Environmental Costs Retirement villages often lead to large areas of land being intensively developed with little space available for low impact urban design principles and the greening of the environment.</p> <p>Social and Cultural Costs Retirement Villages can result in a privatisation of the space that they occupy which could result in a lack of social integration with the adjoining residential environment.</p>	<p>Environmental Benefits Retirement villages are planned and constructed in an integrated manner and this can have positive environmental outcomes. This option provides a set of rules that recognise the functional and operational needs of the villages and also how they physically interact with the adjoining residential neighbourhood.</p> <p>Economic Benefits A good supply of retirement housing can attract internal migration and support the local economy.</p> <p>Social and Cultural Benefits There is a growing demand for one person and couple dwellings and the planning framework associated with this option will provide a greater number of this housing typology.</p>	The Planning Framework for retirement villages provides both the policy framework and the rules that apply to the establishment of this activity. This provides a high level of certainty to prospective developers and the restricted discretionary status on a non-notified basis in the medium density residential zones and within the new development areas of Brookvale and Howard Street further enhance that level of efficiency.	Appropriate	The risk of not making specific provision for retirement villages is not significant as they will still require resource consent application but it does provide a more certain resource consent pathway in the medium density with non – notification in the medium density zone and new urban development areas. This assists with meeting the requirements of the NPS –

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						UD by making provision for more diverse housing types. The inclusion of the policy and rule framework risks creating a community perception that all of the effects on adjoining property owners and the environment may not be properly taken into account.
3 Provide for retirement villages under the new medium density zone provisions.	This option will be partially effective in meeting the objectives of providing for the housing needs of an ageing population as retirement villages will be seen as part of medium density development which recognises the benefits of more intensive housing that appeals to the older age cohort. However there is no signal that retirement villages are a suitable form of medium density development as they are treated as a full	<p>Economic Costs This option places an increased cost on retirement village developers with all retirement villages being assessed as a full discretionary activity.</p> <p>Social and Cultural Costs The reduced level of certainty to developers as a result of the need for resource consent for</p>	<p>Environmental Benefits A uniform set of standards applying to all forms of medium density development will have more certain environmental outcomes.</p> <p>Social and Cultural Benefits There are benefits to the community in being able to consider a full range of the effects and not have</p>	Applying the medium density provisions to the establishment of retirement villages does not recognise the special functional and operational needs of this form of medium density development. The internal layout and they type of facilities associated with retirement villages may not always meet the performance standards of medium density	Partially appropriate	N/A information is certain

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	<p>discretionary activity no matter what zone they are to be provided in. It will also be effective in meeting the objectives of the National Policy Statement – Urban Development by contributing to well-functioning urban environments that have a variety of houses.</p>	<p>a discretionary activity could result in a lesser number of retirement units being constructed when demand is increasing to a significant degree.</p>	<p>matters that are able to be considered restricted to a narrower range.</p>	<p>development. The option may restrict development to some degree, which goes against the NPS-UD directives to remove barriers to development and provide diverse housing choice. Overall this option is regarded as inefficient.</p>		
<p>CONCLUSION: While options 1 and 3 will recognise retirement villages as an appropriate form of medium density development, their ability to meet the objectives of providing for the housing needs of an ageing population, and providing for a diverse range of housing under the NPS-UD could not be effectively and efficiently achieved. A full discretionary status does not give a clear signal to the community that they are a much-needed form of housing for a sector within which growth in demand is rapid. The social and cultural benefits of providing a policy and rule framework for retirement villages outweighs the costs associated with them.</p>						

7 Summary and Conclusions

This section 32AA evaluation confirms the following:

- a) That the amendments proposed to PC5 will assist in making it easier to undertake residential intensification and development within a 400m catchment (or 5 minute walk) of the main commercial centres of Hastings, Flaxmere and Havelock North and within new urban development areas where structure planning supports medium density development and accessibility to commercial areas, public parks and active and public transport networks. The amendments therefore provide a meaningful response to Policy 5 of the NPS-UD and ensures Council will meet their obligations under this policy framework;
- b) The amendments recommended to PC5 are efficient and effective in managing effects of residential intensification in a way which enables people and communities to provide for their social, economic and cultural wellbeing while mitigating adverse effects of activities on the quality of the environment. In particular the provisions will ensure good design outcomes are achieved for residential living environments for both residents and neighbours. The provisions will also ensure that the provision for infrastructure can be targeted and appropriately planned and managed to ensure it is affordable for the community and Council. This approach will mean that infrastructure be able to cope with the increased densities enabled by the proposed provisions without adverse environmental effects; and
- c) The recommended amendments provide a more equitable approach to development of the zone allowing a greater range of development types and enabling landowners more realistic opportunities to develop their land as they see fit and in a manner that will ensure a residential environment that is pleasant to live in is achieved and one that positively contributes to the creation of a new urban character for the zone.
- d) The recommended amendments will provide greater clarity and understanding of the anticipated development outcomes sought in both the Medium Density Residential and General Residential zones of the District through a simplified rule framework and through clear distinctions of the planned urban built form environment in each zone. This will aid understanding in the community in general and with development professionals and assist in making administration of the plan rules easier and more efficient saving time and cost.
- e) Overall, PC5 directly relates to removing barriers to residential intensification and development enabling more housing to be built within existing urban areas. The proposed amendments to the provisions of PC5 will further remove these barriers and seek to give greater effect to higher order planning documents including the NPS-UD, RPS and HPUDS (the regional growth strategy) ensuring that the sustainable management of natural and physical resources and in particular, the protection of the plains production zone from urban expansion and the loss of versatile soils.

Therefore, the adoption of the recommended amendments as a result of considering submissions on proposed PC5 is considered efficient, effective and appropriate in terms of section 32AA of the RMA.