

Thursday, 4 April 2024

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

*Kaupapataka*

# Topic 1 - Overview of Strategic Approach to Plan Change 5

**(Plan Change 5 - Medium Density Housing)**

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

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*Te Wā:*  
Time: **9.00am**

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

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**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

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*Section 42A Report for Plan Change 5: Right Homes, Right Place*  
*Topic 1, Key Issue 1 – Plan Change in its Entirety (General Opposition and General Concerns)*

## TOPIC 1, KEY ISSUE 1: PLAN CHANGE IN ITS ENTIRETY (GENERAL OPPOSITION AND GENERAL CONCERNS)

### 1. SUBMISSION POINTS

Sub Point	Submitter / Further Submitter	Provision / Section of the Hastings District Plan	Position	Summary of Decision Requested	Recommendation
001.1	S B Adamson	All	Oppose	To abolish completely all parts of the proposal.	Reject
002.1	S Ali	All	Oppose	Say "No" to the plan change.	Reject
003.1	D Allen	All	Oppose	Don't change policy.	Reject
005.1	J H Armstrong	All	Oppose	Not to allow plan change.	Reject
006.1	R Barber	All	Oppose	Not specifically stated.	Reject
008.1	Bike HB	All	Support with specific amendments	Approve plan change but amend wording relating to cycling and walking.	Accept in part See reports on wording to objectives and policies and assessment criteria
010.1	K Brewer	All	Oppose	The Council not go ahead with PC5 (Plan Change 5) until without 100% agreeance from ratepayers for it to go ahead.	Reject Outside of scope
011.1	B & C Buckrell	All	Oppose	Submitter doesn't support any such proposals in this Council plan. Submitter requests a reply to their concerns before any further discussion.	Reject
013.1	S Campbell	All	Support in part	Support in principle but keep affected persons' consent.	Accept in part See Topic 3, Key Issue 1 –Affected Persons' Consent report
015.1	V B Cassin	All	Oppose	To abolish completely all parts of the proposal.	Reject
017.1	G Clifton	All	Support	Approve the plan change.	Accept in part
018.1	N Costello	All	Oppose	To abolish completely all parts of the proposal.	Reject
019.1	D Cowman	All	Oppose	Remove the proposed changes on the grounds that the change removes rights by being non-notifiable and thereby being unable to have views taken into account or negotiated.	Reject See Topic 3, Key Issue 1 – Affected Persons' Consent report
022.1	P Crawford	All	Oppose	Not specifically stated	Reject
024.1	A Davy	All	Oppose	Stop future redesignation of areas. Stop development at 701 Kennedy Road.	Reject
038.1	R R Harrison	All	Oppose	Abolish completely all parts of the proposal.	Reject
040.1	L Herbert	All	Oppose	Do not go ahead with the proposed district Plan Change 5.	Reject
042.1	S Herries	All	Oppose	To abolish completely all parts of the proposal.	Reject



**Plan Change 5 - "Right Homes, Right Place" - Medium Density Housing**  
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044.1	D Higham	All	Oppose	To abolish completely all parts of the proposal.	Reject
049.1	Hydralada, J Smith	All	Oppose	To abolish completely all parts of the proposal.	Reject
053.1	Landsdale Development	All	Support	Support intended outcomes of the plan change in general.	Accept
054.1	A Lawrence	All	Oppose	No to this Plan Change 5 No to condensed housing of our existing family homes No medium density housing within existing established suburbs and neighbourhoods.	Reject
FS01.1	A Lawrence	Submission point 054.1	Support	Allow submission	Reject
059.1	R Masters	All	Oppose	Do away with the proposal.	Reject
060.1	J Mayberry	All	Oppose	To abolish completely all parts of the proposal.	Reject
063.1	S McKinnon	All	Oppose	To leave the Duke Street Reserve as the dog park, childcare facilities, use for Scout activities, and play area for children and adults too.	Accept in part
064.1	E Millar	MDZ	Oppose	Record No to the proposed plan changes.	Reject
069.1	L North	All	Oppose	To abolish completely all parts of the proposal.	Reject
073.1	J Oliver	All	Oppose	To abolish completely all parts of the proposal.	Reject
079.1	I Rakuraku	All	Oppose	To not move forward with the District Plan Change 5 proposals and MRZ (Medium Density Residential Zone).	Reject
083.1	K Rutherford	All	Oppose	To abolish completely all parts of the proposal.	Reject
086.1	R Sanders & B Sanders	All	Oppose	To abolish all parts of the plan change.	Reject
087.1	L Saunders	All	Oppose	Completely abolish all parts of the proposal.	Reject
088.1	G Schofield	All	Oppose	To abolish completely all parts of the proposal.	Reject
091.1	K Seymour	Maintain the productive base of the land	Support	Building and living in multi-level houses and apartments will ensure that we have less producing land taken. The concern over these housing typologies in Pukekohe has been dispelled once the actual building has started.	Noted
096.1	M Smiley	All	Support with amendment	The current council plan that has areas of medium density housing could be amended to include areas of high-density housing.  New subdivisions must include medium density options.  Consider amenity issues for existing areas.  Consider a range of possible options as listed in the submission ("some possible answers").	Accept in part See Topic 1, Key Issue 3 – Spatial Extent of Medium Density Zone report.

**Plan Change 5 - "Right Homes, Right Place" - Medium Density Housing**  
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097.1	K H Styles	All	Oppose	To abolish completely all parts of the proposal.	Reject
098.1	Summerset Group Holdings	All	Support	Requests that the Council engages constructively with the Retirement Villages Association of NZ in relation to Council's Proposed District Plan.	Noted See Topic 3, Key Issue 4 – Retirement Village provision report
099.1	A Tattersall	All especially type, height and numbers being built on sites	Oppose	To abolish completely all parts of the proposal.	Reject
102.1	Tedot Limited	All	Oppose	Not specifically stated	Reject
104.1	V Tough	All	Oppose	See to stop the proposed plan change.	Reject
108.1	I J Wakefield	All	Oppose	To abolish completely all parts of the proposal.	Reject
109.1	C Walsh	All	Oppose	Not stated / oppose	Reject
112.1	L Westhall	All	Oppose	To abolish completely all parts of the proposal.	Reject
115.1	J J Wolfenden	All	Oppose	That houses be in keeping with the area / street in which they are to be built. I know we need more houses and to stop encroaching on our good agricultural land, but don't spoil the city scape in doing so.	Reject
116.1	K J Wood	All	Oppose	To abolish completely all parts of the proposal.	Reject
118.1	K I White	All	Oppose	To abolish completely all parts of the proposal.	Reject
125.1	D Cornes	All	Oppose	Discontinue PC5.	Reject
126.1	B Currie	All & MRZ-R16 CRD	Oppose	Don't let the Hastings people down (and therefore the younger generations) by giving developers free reign where they can take away the value of surrounding properties and make the areas feel unsafe, even perceptually.	Reject
127.1	S Currie	All including Objective MRZ-O1 and Rule MRZ-R16	Oppose	I oppose the proposal of allowing 3 Storey Housing, Smaller Section Size, Duplex and Low-rise Apartments being allowed in existing neighbourhoods.	Reject
128.1	J Davies	All	Oppose	Request only single storey housing at the most to be built.  Whoever is the landlord to any of these developments (should any of it go ahead) to have a contract for maintaining the lawns, gardens and maintenance of the dwellings.	Reject  Out of scope
129.1	B Fyfe	All	Oppose	That medium density housing is not allowed in existing urban areas. That medium density housing is overruled	Reject
131.2	A Hodges	All	Oppose	That proposed Plan Change 5 not go through in its present form.	Reject

**Plan Change 5 - "Right Homes, Right Place" - Medium Density Housing**  
**S42A Report - Topic 1 - Overview of Strategic Approach to PC5**

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				That Council goes back to the community for feedback and further input.	
132.1	G Hussey	All	Oppose	More sections and areas need to be opened up for development with sections and housing that reflect family living with parking and green space where kids can play.	Reject
134.1	McFlynn Surveying and Planning	All	Oppose	That the plan change is withdrawn, and a new plan change prepared that is consistent with the NPS-UD, aligns with community aspirations, provides for development at an appropriate density.	Accept in part CRD activities deleted from GRZ see Topic 1, Key Issue 5
FS027.1	J Jackson	Submission point 134.1	Support	Seek that the whole submission be allowed. Also including that onsite parking must be provided for each dwelling.	Reject
FS030.2	P Rawle	Submission point 134.1	Support	Seek these parts of the submission to be allowed.	Reject
136.1	M Moffat	All	Oppose	Reject plan change.	Reject
142.1	K Senior	All	Oppose	I request that the changes proposed in Plan Change 5 of the District Plan are withdrawn.	Reject
152.1	G Wright	All	Oppose	Seek the Plan Change 5 is not accepted and status quo retained until proper planning and consultation has taken place.	Accept in part CRD activities deleted from GRZ see Topic 1, Key Issue 5

## THE SUBMISSIONS

### 1.1 In opposition/reject outright

1.2 Sixty five submitters (001.1 S B Adamson, 002.1 S Ali, 003.1 D Allen, 005.1 J H Armstrong, 006.1 R Barber, 010.1 K Brewer, 011.1 B & C Buckrell, 015.1 V B Cassin, 018.1 N Costello, 019.1 D Cowman, 022.1 P Crawford, 024.1 A Davy, 038.1 R R Harrison, 040.1 L Herbert, 042.1 S Herries, 044.1 D Higham, 046 A K Hodges, 049.1 J Smith, 054.1 A Lawrence, 059.1 R Masters, 060.1 J Mayberry, 063.1 S McKinnon, 064.1 E Millar, 069.1 L North, 073.1 J Oliver, 079.1 I Rakuraku, 083.1 K Rutherford, 086.1 R & B Sanders, 087.1 L Saunders, 088.1 G Schofield, 097.1 K H Styles, 099.1 A Tattersall, 102.1 Tedot Ltd, 104.1 V Tough, 108.1 I J Wakefield, 109.1 C Walsh, 112.1 L Westhall, 115.1 J J Wolfenden, 116.1 K Wood, 118.1 K White, 125.1 D Cornes, 126.1 B Currie, 127.1 S Currie, 128.1 J Davies, 129.1 B Fyfe, 131.2 A Hodges, 132.1 G Hussey, 134.1 McFlynn Surveying and Planning, 136.1 M Moffat, 142.1 K Senior, and 152.1 G Wright) have stated their opposition to the plan change and have requested that it is rejected outright.

1.3 Of the above submissions in opposition there were three submissions (006.1 R Barber, 022.1 P Crawford, 102.1 Tedot Ltd) that expressed their opposition to PC5 but did not explicitly request a decision.

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- 1.4 There is one further submission (FS01.1 A Lawrence) supporting the submission 054.1 (A Lawrence) to reject PC5 outright.
- 1.5 There are two further submissions (FS27.1 J Jackson and FS30.2 P Rawle) supporting submission 134.1 (McFlynn Surveying and Planning) that PC5 is withdrawn.
- 1.6 **In opposition with specific decision requests and other comments**
- 1.7 Of the above submissions three submitters have stated their opposition to PC5 and have also made other decision requests and/or comments. These other decision requests/comments are analysed below at the end of this report.
- 1.8 Submission 063.1 (S McKinnon) requests that the Duke Street Reserve is left as a reserve.
- 1.9 Submission 086.1 (R & B Sanders) requests that Clive and Havelock North are considered for medium density housing and that consideration be given to spreading out onto the outskirts for affordable housing for first home buyers. This comment is further considered in the report covering the spatial extent of the Medium Density Residential Zone.
- 1.10 Submission 102.1 (Tedot Ltd) raises concerns about the rights to object to development. This is further considered in the report covering matters related to affected persons' consent.
- 1.11 Submission 132.1 (G Hussey) states that more sections should be opened up for development that reflects family living needs.
- 1.12 **Miscellaneous comments**
- 1.13 Submission 010.1 (K Brewer) requests a 100 percent agreement from ratepayers.
- 1.14 Submission 011.1 (B & C Buckrell) request a reply to concerns before any further discussion on PC5.
- 1.15 Submission 024.1 (A Davy) requests that development at 701 Kennedy Road, Raureka be stopped.
- 1.16 Submission 098.1 (Summerset Group Holdings Ltd) requests that Council engages constructively with Retirements Villages Association of NZ is accepted as the Association.
- 1.17 Submission 128.1 (J Davies) seeks that all development is covered by contracts for ongoing maintenance of dwelling and lawns and gardens.
- 1.18 Submission 131.2 (A Hodges) requests that Council goes back to the community for feedback and further input.
- 1.19 Submission 152.1 (G Wright) seeks that PC5 is not accepted until proper planning and consultation has taken place.
- 1.20 The above miscellaneous comments are analysed individually at the end of the analysis below.
- 1.21 **In full support**
- 1.22 Submission 017.1 (G Clifton) gave full support for PC5.

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- 1.23 Submission 091.1 (K Seymour) expressed support but did not explicitly request a decision.
- 1.24 Submission 098.1 (Summerset Group Holdings) gave full support for PC5 and requested that Council engages constructively with the Retirements Villages Association of NZ.
- 1.25 **In support with requested amendments**
- 1.26 Five submitters gave their support but have also requested specific amendments that are addressed in separate issue reports - 008.1 Bike HB (reports on objectives and policies to recognise active transport modes - cycling and walking), 013.1 Campbell (affected persons), 053.1 Landsdale Development (spatial extent of medium density residential zone), 096.1 Smiley (spatial extent of medium density residential zone) and 101.4 Te Tuāpapa Kura Kāinga, Ministry of Housing and Development (spatial extent of medium density residential zone).
- 1.27 There is one further submission (FS11.187 Development Nous) supporting the submission point 101.4 (Te Tuāpapa Kura Kāinga, Ministry of Housing and Development).

## **2. ANALYSIS**

- 2.1 To determine whether Plan Change 5 should be rejected outright we need to consider the reasoning behind it and how much housing is required to meet housing demands in the short, medium and long term. We also need to understand what the potential is for residential capacity under the current district plan rule framework.
- 2.2 **Purpose of PC5**
- 2.3 The proposed plan change as notified seeks to enable more housing including a greater range of typologies (low-rise apartment style-living, terraced and attached dwellings along with detached homes) within the existing urban areas of Hastings, Flaxmere and Havelock North.
- 2.4 The section 32 evaluation report outlines the purpose and objectives of PC5 which are:
- *To make it easier to build more houses on existing residential land within Hastings, Havelock North and Flaxmere, and*
  - *To provide certainty through a less onerous rule framework that encourages high quality comprehensive residential development (medium density housing).*
- 2.5 **Reasoning behind PC5**
- 2.6 As a Tier 2 local authority the Hastings District Council is required under the NPS-UD to specifically provide for intensification within its District Plan. The District Plan is required to give effect to national policy statements such as the NPS-UD.
- 2.7 Given the need to meet the NPS-UD requirements and the pressure of demand for new housing in the District, the Council undertook a plan change that sought to implement new district plan provisions that aligned with HDC's existing Medium Density Housing Strategy and provided progress towards implementing NPS-UD policy.

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- 2.8 After an independent review of the Council's Medium Density Housing Strategy, several development barriers were identified, particularly in respect of existing District Plan provisions. This work informed the development of Plan Change 5.
- 2.9 The express purpose of Plan Change 5 is to amend the existing plan provisions to allow for a more enabling framework for residential intensification, particularly comprehensive residential development in existing locations already highlighted in the District Plan and Council strategies as being suitable for greater housing densities. In essence the plan change was predicated on the existing Hawkes Bay Regional Policy Statement (to create a compact urban environment to protect the productive plains land) and HDC's Medium Density Housing Strategy adopted by the Council in 2014.
- 2.10 With respect to the need to align the District Plan with National Policy of the NPS-UD, the relevant objectives and policies in the NPS-UD are outlined below:
- Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic and cultural wellbeing and for their health and safety now and into the future.
  - Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:
    - (a) have or enable a variety of homes that:
      - (i) meet the needs, in terms of type, price, and location, of different households; and
      - (ii) enable Māori to express their cultural traditions and norms; and
    - (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
    - (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and
    - (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
    - (e) support reductions in greenhouse gas emissions; and
    - (f) are resilient to the likely current and future effects of climate change.
  - Objective 3: Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:
    - (a) the area is in or near a centre zone or other area with many employment opportunities
    - (b) the area is well-served by existing or planned public transport
    - (c) there is high demand for housing or for business land in the area, relative to other areas within the urban environment.

- Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.
- Policy 5: Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:
  - (a) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
  - (b) relative demand for housing and business use in that location
- Policy 7: Tier 1 and 2 local authorities set housing bottom lines for the short-medium term and the long term in their regional policy statements and district plans.
- Objective 4 New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities and future generations.
- Policy 6 when making planning decisions that affect urban environments, decision makers have particular regard to
  - (a) The planned urban built form anticipated by those RMA planning documents (i.e the District Plan) that have given effect to this NPS
  - (b) That the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:
    - (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities and future generations, including by providing increased and varied housing densities and types; and
    - (ii) are not, of themselves an adverse effect.
  - (c) The benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1);
  - (d) Any relevant contribute that will be made to meeting the requirements of the NPS to provide or realise development capacity;
  - (e) The likely current and future effects of climate change.
- Objective 6: Local authority decisions on urban development that affect urban environments are:
  - integrated with infrastructure planning and funding decisions; and
  - strategic over the medium term and long term; and
  - responsive, particularly in relation to proposals that would supply significant development capacity.
- Objective 8: New Zealand's urban environments:
  - support reductions in greenhouse gas emissions; and
  - are resilient to the current and future effects of climate change.

- Policy 11: In relation to car parking: the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks;
- 2.11 HDC have already amended the District Plan to remove minimum carparking requirements in accordance with policy 11. Housing bottom lines in accordance with Policy 7 have also been included in Section 2.4 Urban Strategy through Objective UDO7. These housing bottom lines were derived from the Housing capacity assessment completed in 2021.
- 2.12 **Housing Development Capacity and Demand**
- 2.13 As required by the NPS-UD, a Housing Capacity Assessment 2021 (HCA) was prepared for Napier and Hastings areas for the period 2020-2050. The HCA report assesses housing demand and development capacity (supply) over the short (0-3 years, 2020-2023), medium (3-10 years, 2023-2030) and long (10-30 years, 2030-2050) term based on the operative District Plan provisions.
- 2.14 The HCA analysis established the following housing bottom lines (the number of dwellings required to meet estimated demand during the period):
- Short term (yrs 2020-2023) 1920 dwellings
  - Medium terms (yrs 2023-2030) 3270 dwellings
  - Long term (yrs 2030 – 2050) 7640 dwellings
- 2.15 The supply of housing identified in the housing bottom lines, is to be provided through a mix of intensification, greenfields and rural lifestyle development. The region's current growth strategy HPUDES 2017 targets 60% of this supply to be provided through intensification by 2045. While the Future Development Strategy (FDS) will confirm the split between intensification, greenfields and rural / lifestyle development, in order to assess the capacity required to be provided through intensification, it is considered appropriate to use the 60% figure for intensification.
- 2.16 On that basis 1962 dwellings are required to be provided through intensification in the medium term (yrs 2023-2030) with 4584 dwellings in the long term (yrs 2030-2050).
- 2.17 Under the current operative district plan rule framework, the HCA estimated that:
- There is sufficient capacity for the short to medium term, but the medium-term margin is small and sensitive to the assumptions made.
  - There is a deficiency for the long-term housing capacity even when capacity with unconfirmed infrastructure is included.
- 2.18 On this basis it is considered necessary to enable more housing within existing urban area to ensure there is sufficient development capacity to meet demand in the medium and long term.
- 2.19 Given that we are now in 2024 in the medium-term years of the HCA where capacity margins are small and sensitive to assumptions made, there is a real need to ensure capacity is sufficient to meet this demand now and to future proof capacity given the length of time required to undertake changes to the District Plan. Additional analyses have now been completed in respect of infrastructure and development capacity.



Modelling of development capacity under four scenarios has also been prepared to compare the PC5 as notified provisions with three other alternative scenarios that arose through consideration of submissions (refer Appendix 6) for the Market Economics report). Therefore, on this basis it is not considered appropriate to withdraw the plan change or to reject it outright.

- 2.20 In considering submissions requesting that PC5 be withdrawn until sufficient consultation and engagement with the community has occurred, it is considered that the consultation and engagement undertaken (outlined in Section 7 of the Introductory Report) meets the requirements of the RMA and that as there have been two opportunities for submissions and further submissions, there has been sufficient time for members of the community to participate in this process. It is also noted that consultation on achieving a more compact urban environment to reduce pressure on productive plains land that surrounds existing urban areas started in 2009/2010 with the preparation of HPUDS. Therefore, enabling more intensive development of existing urban areas is not a concept that the community are unfamiliar with. The concept of residential intensification has been discussed over a number of years through the drafting of HPUDS and the inclusion of this document into the Regional Policy Statemen through Chapter 3.1B Managing the Built Environment.

**2.21 Consideration of submissions to PC5 as a whole**

- 2.22 The general thrust of submissions from the community to PC5 has been negative with a number of concerns raised in relation to amenity, character, personal safety, property values, traffic and infrastructure concerns. In considering these submissions and balancing Councils obligations to meet the NPS-UD, it is recommended that the district plan identify defined areas for medium density development. It is recommended that the medium density residential zone be focussed around the primary commercial centres of Hastings, Havelock North and Flaxmere and main transport corridors in Hastings where accessibility to commercial and community services and active and public transport networks is greatest.
- 2.23 To provide greater certainty to the community it is recommended to remove provision for comprehensive residential development activities in the General Residential Zone and restrict these to the existing new urban development areas of Howard St and Brookvale. While development of the General Residential Zone will still be able to occur, any proposal not meeting the density of 1 residential unit per 350m<sup>2</sup> will require a discretionary activity resource consent to be approved.
- 2.24 Such a response to submissions will provide a more transparent and simplified rule framework and improve understanding of where medium density development is considered appropriate.
- 2.25 Overall, it is considered that changes to the District Plan are required to front foot the demand for housing in the medium and long term and as such PC5 is required to enable greater development capacity within the urban areas of Hastings, Havelock North and Flaxmere to meet the NPS-UD requirements.
- 2.26 The recommended approach is considered to balance community concerns with the requirements and responsibilities of the NPS-UD in order that the community can transition to a residential environment that is more compact.

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**2.27 INDIVIDUAL SUBMISSION REQUESTS**

**2.28 SUBMISSION 063.1 (S McKinnon)**

2.29 Submission 063.1 (S McKinnon) requests that the Duke Street Reserve is left as a reserve. The Open Space Zone that applies to Duke Street Reserve currently under the Operative District Plan is not proposed to change as part of PC5.

**2.30 SUBMISSION 132.1 (G Hussey)**

2.31 Submission 132.1 (G Hussey) states that more sections should be opened up for development that reflects family living needs. The make-up of families and households is diverse therefore in line with Policy 1 of the NPS-UD (outlined above), a range of section sizes is required to enable a variety of house types to be built to meet those different needs. Housing preferences and price points vary greatly, ensuring there is a choice of options available will enable all people to meet their housing needs.

**2.32 SUBMISSION 010.1 (K Brewer)**

2.33 A 100 percent agreement from ratepayers would require a referendum which is outside the scope of the RMA and the plan change process.

**2.34 SUBMISSION 011.1 (B & C Buckrell)**

2.35 "A reply to concerns before any further discussion on PC5" is outside the framework of this RMA process but recognising a discussion of issues raised through the submission process will occur through the hearing process for PC5.

**2.36 SUBMISSION 024.1 (A Davy)**

2.37 Submission 024.1 (A Davy) requests that development at 701 Kennedy Road be stopped. It is outside the scope of PC5 to halt development that has been approved through resource consent.

**2.38 SUBMISSION 086.1 (R & B Sanders)**

2.39 R & B Sanders (086.1) request that Clive and Havelock North are considered for medium density housing and that land on the outskirts of the existing urban area also be utilised for housing. These submissions are considered further in the Spatial Extent of the Medium Density Residential Zone report (Topic 1, Key Issue 3).

**2.40 SUBMISSION 098.1 (Summerset Group Holdings Ltd)**

2.41 The request that Council engages constructively with the Retirements Villages Association of NZ is accepted as the Association is seen an important contributor to the delivery of retirement houses for the region.

**2.42 SUBMISSION 128.1 (J Davies)**

2.43 Requiring that all development is covered by contracts for ongoing maintenance of dwelling and lawns and gardens is outside the scope of PC5. This would be covered by covenants if the developers so desired. It is considered to be an overreach by Council to require this.

**2.44 SUBMISSIONS 131.1 (A Hodges) and 152.1 (G Wright)**

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- 2.45 The respective requests that “Council goes back to the community for feedback and further input” and that “PC5 is not accepted until proper planning and consultation has taken place” are considered unreasonable taking into account the consultation process already undertaken (informal and formal) (refer appendix 9 consultation and engagement) and acknowledging that the hearing process will give due consideration to the submitters concerns.

### **3. RECOMMENDATIONS**

#### **3.1 Submissions in opposition/reject outright PC5**

- 3.2 That the submission points **001.1 (S B Adamson), 002.1 (S Ali), 003.1 (D Allen), 005.1 (J H Armstrong), 006.1 (R Barber), 010.1 (K Brewer), 011.1 (B & C Buckrell), 015.1 (V B Cassin), 018.1 (N Costello), 019.1 (D Cowman), 022.1 (P Crawford), 024.1 (A Davy), 038.1 (R R Harrison), 040.1 (L Herbert), 042.1 (S Herries), 044.1 (D Higham), 046.1 (A Hodges), 049.1 Hydralada, J Smith), 054.1 (A Lawrence), 059.1 (R Masters), 060.1 (J Mayberry), 064.1 (E Millar), 069.1 (L North), 073.1 (J Oliver), 079.1 (I Rakuraku), 083.1 (K Rutherford), 086.1 (R Sanders & B Sanders), 087.1 (L Saunders), 088.1 (G Schofield), 097.1 (K H Styles), 099.1 (A Tattersall), 102.1 (Tedot Ltd), 104.1 (V Tough), 108.1 (I J Wakefield), 109.1 (C Walsh), 112.1 (L Westhall), 115.1 (J J Wolfenden), 116.1 (K J Wood), 118.1 (K I White), 125.1 (D Cornes), 126.1 (B Currie), 127.1 (S Currie), 128.1 (J Davies), 129.1 (B Fyfe), 131.2 (A Hodges), 132.1 (G Hussey), 134.1 (McFlynn Surveying and Planning), 136.1 (M Moffat), 142.1 (K Senior), 152.1 (G Wright)** seeking to dismiss PC5 in its entirety **be rejected.**
- 3.3 That as a consequence of the above recommendation, the further submission in support of McFlynn Surveying and Planning (134.1) from **J Jackson (FS27.1)** and **P Rawle (FS30.2)** **be rejected.**
- 3.4 Reasons:
- a. Rejecting PC5 in full would not be a prudent approach considering the amount of analysis and consultation already undertaken, the need to provide for housing capacity to meet medium and long term demand and the mandate from central government to provide more housing options along in main commercial centres and along transport corridors.
  - b. The District Plan must align with national policy and therefore requires amendment to fully meet the policy direction of the NPS-UD.
  - c. The consideration of all the submissions provides an opportunity to address the extent and scope of PC5 without having to reject PC5 in total.

#### **3.5 Submissions in full support of PC5**

- 3.6 That the submission points **017.1 (G Clifton), 091.1 (K Seymour), 098.1 (Summerset Group Holdings)** seeking to approve PC5 in its entirety **be accepted in part.**
- 3.7 Reasons:
- a. PC5 will ensure there is sufficient development capacity to meet medium and long term demand for housing.

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- b. Consideration of all the submissions provides an opportunity to address the extent and scope of PC5 to ensure it meets the objectives of the NPS-UD and to assist the community to transition to more medium density housing being developed within the urban areas of the District.

3.8 **Submissions in opposition with requested amendments**

- 3.9 That the submission point of **063.1 (S McKinnon)** **be accepted in part** in that Duke Street reserve will retain its current open space zoning.

3.10 **Reason:**

- a. That Duke Street reserve will not be affected by PC5 and its existing open space zone in the Operative District Plan will remain.

3.11 **Submissions in support with requested amendments**

- 3.12 That the submission points **008.1 (Bike HB)**, **013.1 (S Campbell)**, **053.1 (Landsdale Development)**, **096.1 (M Smiley)**, and **101.4 (Te Tuāpapa Kura Kāinga)** are **accepted in part**.

3.13 **Reasons:**

- a. PC5 is necessary in order to ensure sufficient development capacity is provided to meet housing demand in the medium and long term.
- b. That the requested amendments and comments are given due consideration recognising that some of the issues raised are addressed in other specific hearing topic reports.

## TOPIC 1, KEY ISSUE 2 – NATIONAL POLICY STATEMENT ON URBAN DEVELOPMENT (NPS-UD) / NATIONAL POLICY STATEMENT – HIGHLY PRODUCTIVE LAND (NPS-HPL)

### 1. SUBMISSION POINTS

Sub Point	Submitter / Further Submitter	Provision / Section of the Hastings District Plan	Position	Summary of Decision Requested	Recommendation
004.1	S Angus	All	Oppose	Seeks the status quo. That is to not alter the District Plan in its present form to appease the present government. The current District Plan took many years to compile at great cost to ratepayers.	Reject
025.1	Development Nous, P Stickney	All	Oppose	That HDC fulfil its urban development functions as required under the NPS-UD by: <ul style="list-style-type: none"> <li>a. The full withdrawal of PC5; or</li> <li>b. If PC5 is not withdrawn, such further actions, assessment and amendments to the provisions and associated maps to give full effect to the matters raised in this submission (noting that this may entail further engagement and consultation with the community); and</li> <li>c. Any other alternative or consequential relief as may be necessary to fully achieve the relief sought in this submission.</li> </ul>	Accept in part
FS08.1	Waka Kotahi, New Zealand Transport Agency	Submission point 025.1	Support	Waka Kotahi, New Zealand Transport Agency seeks the submission be allowed.	Accept in part
FS19.1	Residents of Kaiapo Road etc	Submission point 025.1	Support	We seek that parts of the Nous submission, as the items numbers listed in column 4 of this document are allowed. To allow for better planning for the community and developers equally. To stop the fragmented approach and for proper planning to take place.	Accept in part
025.2	Development Nous, P Stickney	All	Oppose	Provide a zoning framework that is coherent and sets the direction for medium density development giving certainty as to areas where medium density housing is	Accept in part

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				planned to be progressively developed. Minimise barriers to deliver medium density housing typologies at a rate, scale and in locations that maximise the accessibility of housing to a full range of social, commercial and recreational facilities.	
FS08.2	Waka Kotahi, New Zealand Transport Agency	Submission point 025.2	Support	Waka Kotahi, New Zealand Transport Agency seeks the submission be allowed.	Accept in part
FS19.2	Residents of Kaiapo Road etc	Submission point 025.2	Support	We seek that parts of the Nous submission, as the items numbers listed in column 4 of this document are allowed. To allow for better planning for the community and developers equally. To stop the fragmented approach and for proper planning to take place.	Accept in part
025.3	Development Nous, P Stickney	All	Oppose	Ensure the provisions of PC5 are based on current economic analysis, an economic assessment of feasible development vs plan enabled development capacity; projected uptake and that the capacity provided through PC5 achieves the requirements of the NPS-UD and the intensification targets set out in the RPS and HPUDS as well as quantifiable evidence that the HBA is being meaningfully addressed.  Ensure that PC5 gives meaningful and timely effect to the intensification vs greenfield targets contained within the RPS and HPUDS.	Accept in part
FS08.3	Waka Kotahi, New Zealand Transport Agency	Submission point 025.3	Support	Waka Kotahi, New Zealand Transport Agency seeks the submission be allowed.	Accept in part
FS19.3	Residents of Kaiapo Road etc	Submission point 025.3	Support	We seek that parts of the Nous submission, as the items numbers listed in column 4 of this document are allowed. To allow for better planning for the community and developers equally. To stop the fragmented approach and for proper planning to take place.	Accept in part
025.4	Development Nous, P Stickney	All	Oppose	Ensure the provisions include a clear and concise suite of Objectives, Policies, Rules, and Standards (including definitions) which avoid duplication with existing zone provisions and avoid overly restrictive, complex, multi-layered assessments and that are supported by a robust section 32 analysis	Accept in part

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FS08.4	Waka Kotahi, New Zealand Transport Agency	Submission point 025.4	Support	Waka Kotahi, New Zealand Transport Agency seeks the submission be allowed.	Accept in part
033.1	R Gaddum, Save the Plains Group	N/A	Support	Not stated	Accept
045.4	L Hocquard	General	Oppose	<ol style="list-style-type: none"> <li>1. Low rise apartments (over two storey) ONLY INSIDE the city centre. Not in the existing suburbs.</li> <li>2. If make a new suburb that is all low-rise apartments that is different as does not affect existing residents so those buying in know what they're getting into.</li> <li>3. Resource consent remains notifiable if the buildings are over 2 storey; or if more than 4 dwellings are to be built on one section.</li> <li>4. Add housing to land that is between the Hastings city centre and suburbs e.g., between Hastings and Havelock, Flaxmere, Waipatu.</li> </ol>	Reject
050.5	Kāinga Ora	Commercial Land	Not stated	In the absence of scope within this plan change, consistent with the NPS-UD, Kāinga Ora seek that an assessment of existing commercial land zoning patterns be undertaken and a subsequent plan change be prepared and notified to optimise the use of commercial land within the urban environment. Such an assessment should explore the options of introducing mixed-use and high-density land uses into the urban environment of Hastings.	Noted
FS11.5	Development Nous	Submission point 050.5	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Noted
FS19.31	Residents of Kaiapo Road etc	Submission point 050.5	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Noted
050.6	Kāinga Ora	Commercial Centres	Not stated	In the absence of scope within this plan change, consistent with the NPS-UD, Kāinga Ora seek that a separate plan change be prepared and notified to ensure provisions relating to commercial centres are appropriate for the	Noted

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				role and function of the centre within the district. Through this plan change, and the adoption of the MDRZ height standard, the planned built environment for the Medium Density Zone is greater than the height enabled for the commercial zones. Whilst the increased height enabled within the Medium Density zone is supported, this outcome does not support the role and function of a commercial zone within the urban environment. This is not supported and should be resolved as soon as possible.	
FS11.12	Development Nour	Submission point 050.6	Support in part	Development Nour seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nour's submission.	Noted
FS19.32	Residents of Kaiapo Road etc	Submission point 050.6	Oppose all	Development Nour seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nour's submission	Noted
061.4	McFlynn Surveying and Planning, A McFlynn	All	Oppose	<del>That the plan change is withdrawn and a new plan change prepared that is consistent with the NPS-UD, and in particular provides for subdivision and development within the Medium Density Residential Zone that is not limited only to comprehensive residential developments.</del>	<i>Submission withdrawn</i>
FS11.182	Development Nour	Submission point 061.1	Support	<del>Development Nour seeks this submission be allowed aligns with the alternate relief sought in its original submission.</del>	
101.1	Te Tuāpapa Kura Kāinga, Ministry of Housing and Development	All	Support with amendment	Enable sufficient feasible development capacity to address the supply gaps identified in the Housing and Business Capacity assessment (including different typology requirements), and the housing needs identified in the strategy.	Accept in part
FS08.5	Waka Kotahi, New Zealand Transport Agency	Submission point 101.1	Support	Waka Kotahi, New Zealand Transport Agency seeks the submission be allowed.	Accept in part
FS11.184	Development Nour	Submission point 101.1	Support	Development Nour seeks the submission be allowed in its entirety as it aligns with the alternate relief sought in its submission.	Accept in part
101.2	Te Tuāpapa Kura Kāinga, Ministry of	All	Support with amendment	Undertaking demand and accessibility assessments and reflecting these in PC5's	Accept in part



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	Housing and Development			provisions to give effect to Policy 5 of the NPS-UD, in line with MfE's guidance. At a minimum, HUD expects this would result in rezoning all residential areas within a walkable catchments of the Hastings CBD, and the Flaxmere and Havelock North Town Centres to the Medium Density Residential Zone.  Including such further or other relief, or other consequential or other amendments, as are considered appropriate and necessary to address the concerns set out herein.	
FS11.185	Development Nous	Submission point 101.2	Support	Development Nous seeks the submission be allowed in its entirety as it aligns with the alternate relief sought in its submission.	Accept in part
106.1	Tumu Development, P Cooke	All	Support with amendment	Overall, we think the proposal is well considered, however we have made some suggested changes to some of the performance standards with the aim of providing additional clarity and limiting the potential for notification due to non-compliance with standards.	Accept
107.1	Waka Kotahi, New Zealand Transport Agency	All	Support with amendment	Supports plan change subject to: <ul style="list-style-type: none"> <li>Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives of the NPS-UD and providing reasons for the proposed provisions, and;</li> <li>Amendments to Proposed Plan Change 5 to address Waka Kotahi, New Zealand Transport Agency submissions to better align and implement the objectives, policies and definitions in the NPS-UD.</li> </ul>	Accept in part
FS11.188	Development Nous	Submission point 107.1	Support	Development Nous seeks this submission be allowed in its entirety as it aligns with the alternate relief sought in its submission.	Accept in part
FS13.2	Kāinga Ora	Submission point 107.1	Support	Allow submission	Accept in part
107.7	Waka Kotahi, New Zealand Transport Agency	Section 7.2 – Entire section	Support with amendment	Support subject to: <ul style="list-style-type: none"> <li>Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS –</li> </ul>	Accept in part

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				<p>UD and providing the reasons for the proposed provisions.</p> <ul style="list-style-type: none"> <li>• Amendments to the proposed plan change to better align and implement the objectives, policies and definitions in the NPS-UD.</li> <li>• Reconsider the location and framework of the Comprehensive Residential Zone provisions based on a revised evidence base. At a higher-level Waka Kotahi, New Zealand Transport Agency suggests that this evidence base considers enabling medium density around the centre, key walking / cycling and public transport routes.</li> </ul>	
107.8	Waka Kotahi, New Zealand Transport Agency	Section 8.2 – Entire section	Support with amendment	<p>Support subject to:</p> <ul style="list-style-type: none"> <li>• Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS – UD and providing the reasons for the proposed provisions.</li> <li>• Amendments to the proposed plan change to better align and implement the objectives, policies and definitions in the NPS-UD.</li> <li>• Reconsider the location and framework of the Comprehensive Residential Zone provisions based on a revised evidence base. At a higher-level Waka Kotahi, New Zealand Transport Agency suggests that this evidence base considers enabling medium density around the centre, key walking / cycling and public transport routes.</li> </ul>	Accept in part
107.9	Waka Kotahi, New Zealand Transport Agency	Section 9.2 – Entire section	Support with amendment	<p>Support subject to:</p> <ul style="list-style-type: none"> <li>• Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS – UD and providing the reasons for the proposed provisions.</li> <li>• Amendments to the proposed plan change to better align and implement the objectives, policies and definitions in the NPS-UD.</li> <li>• Reconsider the location and framework of the Comprehensive Residential</li> </ul>	Accept in part

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				Zone provisions based on a revised evidence base. At a higher-level Waka Kotahi, New Zealand Transport Agency suggests that this evidence base considers enabling medium density around the centre, key walking / cycling and public transport routes.	
140.1	Save Our Fertile Soils	NPS-HPL	Not stated	Moving forward, the Council needs to focus on new residential and industrial communities within existing town and city boundaries and on unproductive land.	Accept in part
FS28.12	Kāinga Ora	Submission point 140.1	Support in part	Allow the submission in part.	Accept in part

## **2. SUBMISSION POINT 004.1 (S ANGUS)**

### **ANALYSIS**

- 2.1 The submission point 004.1 from S Angus has requested that the entire plan change be rejected, as they do not consider that Hastings is a 'Growth Area' and thus it should not be required to achieve greater urban densities as required through the NPS-UD. They consider that the existing District Plan provisions took many years to compile at great cost to rate payers.
- 2.2 As discussed in Section 5 of the Introductory report 'Background to Medium Density Development in Hastings', while the specific requirements to undertake PC5 have come through the need to give effect to the objectives and policies of the NPS-UD, there has been strategic direction to provide for greater levels of intensification within Hastings for some time, primarily through the Heretaunga Plains Urban Development Strategy (HPUDS) and the Medium Density Strategy. Intensification has been at the forefront of urban development for Hastings for some time due to the broader desire to reduce development onto our fertile soils.
- 2.3 Hastings District Council therefore broadly supports the direction of the NPS-UD. HDC have not investigated the implications of not achieving the purpose of the NPS, as the NPS aligns with the strategic direction that the Region and District have had in place for at least the past 14 years (that is, to protect the productive soils that surround the urban areas of Hastings). It is also considered that Hastings should be considered as a growth area. The current demand modelling for Hastings has a predicted growth of 9,620 dwellings over the next 30 years.<sup>1</sup> Providing for 30 years of demand is considered appropriate for determining the supply requirements of Plan Change 5, given that supply will be built over the longer term. While 9,620 is less than the growth of the major centres, it still needs to be provided for. If this were to be provided solely within greenfields land, there would need to be significant land released over the next 30 years (approx. 460 hectares at 20 dwelling per hectare rate). As such, it is considered preferable to provide for a mix of greenfield and intensification rather than provide for solely greenfields growth.

<sup>1</sup> For completeness, it is noted that the figure in the Housing Development Capacity Assessment refers to a higher number. This is due to the HCA including a competitiveness margin, as required by cl 3.22 of the NPS-UD.

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- 2.4 For the above reasons, and the rationale provided in both the S42A introductory report and the Section 32 analysis, it is considered appropriate that intent of PC5 to provide more housing within existing urban areas be adopted and therefore that the submission of Stuart Angus should be rejected.

#### **RECOMMENDATIONS**

- 2.5 That the submission point **004.1 S Angus** opposing Plan Change 5 in its entirety as Hastings should not be considered a growth area be rejected.
- 2.6 Reasons:
- a. That provision for medium density development and intensification has been part of the strategic direction for Hastings District Council since at least 2010. The requirements of the NPS-UD necessitated a plan change, that was broadly in the same strategic direction as previously envisioned by HPUDS the region's strategy for managing urban growth.
  - b. That Hastings still needs to provide for growth of over 9600 dwellings over 30 years, and it is considered that intensification should form a strong part of this growth in line with the objectives of HPUDS, the HDC Medium Density Strategy and the NPS-UD.
  - c. That intensification forms a core component of protecting the versatile soils within the district which is a central tenant of the District Plan and is therefore supported through PC5.
- 3. SUBMISSION POINTS 025.1, 025.2, 025.3, 025.4 (DEVELOPMENT NOUS), and FURTHER SUBMISSION POINTS FS08.1, FS08.2, FS08.3, FS08.4 (WAKA KOTAHI, NEW ZEALAND TRANSPORT AGENCY), FS19.1, FS19.2, FS19.3 (RESIDENTS OF KAIAPO ROAD ETC)**
- 3.1 The submission of Phil Stickney, Development Nous has raised a number of issues, which are headlined under the following four submission points:
- 3.2 Submission 025.1 that PC5 as notified fails to give meaningful and timely effect to the NPS-UD and RMA 1991
- 3.3 Submission 025.2 that PC5 as notified fails to:
- provide a zoning framework that is coherent and sets the direction for medium density development giving certainty to the community as to areas where medium density housing is planned to be progressively developed;
  - PC5 fails to Minimise barriers to deliver medium density housing typologies at a rate, scale and in locations that maximise the accessibility of housing to a full range of social, commercial and recreational facilities.
- 3.4 Submission 025.3 that PC5 as notified fails to:
- Ensure the provisions of PC5 are based on current economic analysis, an economic assessment of feasible development vs plan enabled development capacity; projected uptake and that the capacity provided through PC5 achieves the requirements of the NPS-UD and the intensification targets set out

in the RPS and HPUDS as well as quantifiable evidence that the HBA is being meaningfully addressed.

- Ensure that PC5 gives meaningful and timely effect to the intensification vs greenfield targets contained within the RPS and HPUDS.

3.5 Submission point 025.4 that PC5 as notified fails to:

- Ensure the provisions include a clear and concise suite of Objectives, Policies, Rules, and Standards (including definitions) which avoid duplication with existing zone provisions and avoid overly restrictive, complex, multi-layered assessments and that are supported by a robust section 32 analysis.

3.6 Some of the issues outlined by the submitter have been discussed throughout the S42A introductory report, and broadly align with the recommended approach discussed under preferred approach under Section 5 of the report. However, the specific submission points are broken down and addressed further below.

**3.7 *Submission point 025.1 that PC5 fails to give meaningful and timely effect to the NPS-UD and RMA 1991.***

3.8 The submitter has raised concerns that PC5 as notified, does not provide sufficient scale and approach to realise a substantial contribution to feasible housing supply and capacity, nor has appropriate levels of engagement been undertaken to ensure the most appropriate methodology has been undertaken for the plan change. As a consequence the submitter requests that PC5 be withdrawn or alternatively that further assessment, analysis and amendments to the provisions and maps be made in order to give full effect to the NPS-UD and the matters raised in the submission.

3.9 Section 4 of the introductory report has provided a detailed progression as to the documentation and discussions that led to the need to undertake PC5. While the NPS-UD was the national strategic document which led to the introduction of the plan change, there had been a number of strategies which promote intensification within existing urban areas of the district. Primarily, HPUDS and the Medium Density Strategy (and their associated reviews) promoted the need to provide for increased intensification within the district. These strategies detail the need to undertake medium density development in a comprehensive manner.

3.10 The Housing Development Capacity Assessment (HCA) provided additional details as to the level of shortfall over the short, medium, and long-term. This assessment showed that there was likely to be a shortfall of 1204 dwellings in supply over the medium term, even before taking into account an existing backlog present under the existing market.

3.11 Further to this, there were a number of consultation and engagement sessions undertaken as part of PC5. This has been outlined under within the introductory report. This involved multiple sessions with the public and key stakeholders, and it is considered this was undertaken in a comprehensive and cohesive manner which helped inform the development of the plan change.

3.12 Finally, a demand and supply assessment has been undertaken by Market Economics (who also undertook the HCA) which aimed to understand whether the spatial extent of Plan Change 5 could meet demand for intensification. Of the 4 scenarios assessed, it was found that Plan Change 5 as notified would provide enough feasible capacity to meet demand. Both PC5 as notified and as

recommended to be amended in response to submissions through the 42A reports would provide sufficient capacity to meet demand, and as such is considered to meet the requirements of the NPS-UD and RMA 1991 in providing for sufficient supply of greater density.

**3.13 Submission point 025.2 (Development Nous) is concerned that:**

**3.14 PC5 as notified fails to set a coherent and long-term zoning framework for the delivery of medium density housing to provide direction and certainty for the community as to areas where medium density housing is planned to be progressively developed.**

**3.15 PC5 as notified fails to give meaningful effect to minimising barriers that constrain the ability to deliver medium density housing typologies at a rate, scale and in locations that maximise the accessibility of housing to a full range of social, commercial and recreational facilities.**

3.16 As explained above, a demand and supply assessment was undertaken for a number of different spatial scenarios, which found that a narrowing of the extent of the Medium Density Residential Zone, will not have significant effect on the level of feasible capacity that can be provided through Plan Change 5. This provides a level of flexibility in refining the zoning to more accessible areas as required under Policy 5 of the NPS-UD.

3.17 The submitter has stated that the proposed MDRZ under PC5 as notified is erratic in its location, and largely involves rezoning existing areas where CRD could already occur. Furthermore, there are areas within 400m of the CBD that have been excluded. Finally, the submission comments that continued provision for CRD in the General Residential Zones may lead to a fragmented approach and undermines the outcomes of a dedicated MDR Zone.

3.18 It is accepted that the notified approach to PC5 has led to levels of ambiguity and an inconsistent approach to achieving the objectives of NPS-UD. Firstly, there was an inconsistent approach to the distribution of the MDR Zoning, in that, while some areas were rezoned, other parts of the General Residential Zone had a 'pseudo' rezoning, where it provided for Medium Density Development with 400m of commercial zones, parks and bus routes. This in effect, was a medium density rezoning without showing it as such on maps, resulting in a lack of transparency as to where medium density residential development could occur and where it couldn't.

3.19 It is accepted that a more deliberate approach as discussed in the Introductory Report and methodology report appendix 4 will provide greater clarity for landowners, as well as aligning better with Policy 5 of the NPS-UD. The recommended spatial extent of the MDR zoning has been shown under appendix 7 of this report. This is similar to the approach suggested and mapped by the submitter. While the recommended extent of zoning is slightly amended to that of the submitter, a similar methodology of a 400m catchment area from commercial centres has been applied.

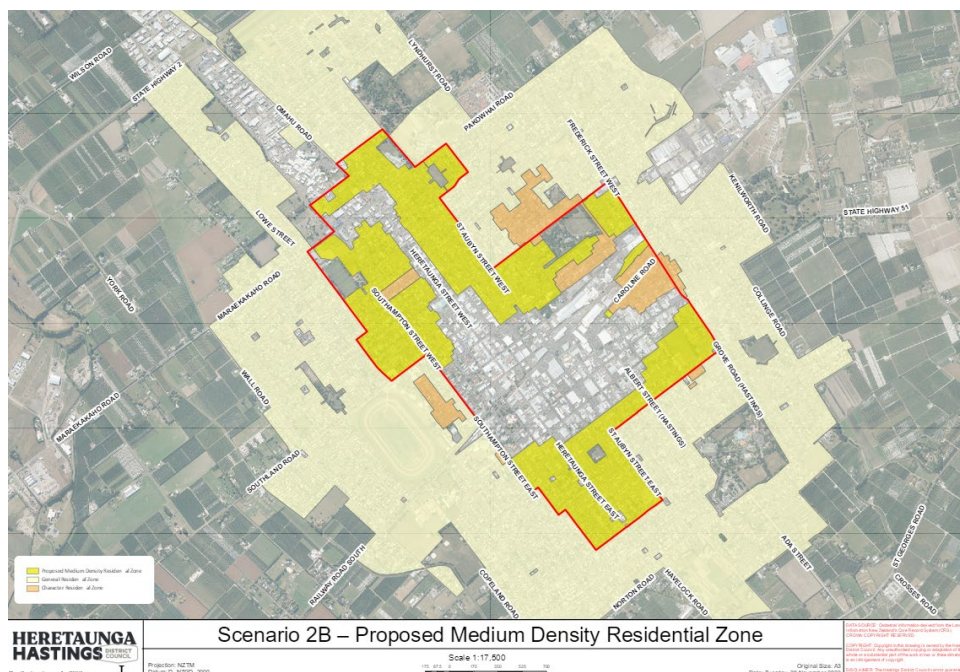
3.20 The second aspect of ambiguity related to the provision for comprehensive residential development within the remainder of the General Residential Zones as a RDNN activity. While having a stricter activity status than that of the MDR zone, it did provide a pathway for Medium Density Residential development, provided design



and infrastructure requirements could be met. It is agreed with the submitter that this leads to the undermining of the medium density areas in that developers can in effect develop city wide, rather than in defined highly accessible areas. This also leads to inefficiencies in servicing the MDRZ as it means capacity needs to be supplied city wide, rather than focused in a defined area. Finally, this also leads to uncertainty for landowners within the General Residential Zone as there is limited scope to restrict medium density in this zone.

- 3.21 As notified, the extent of the Medium Density Residential Zone is not as efficient or effective in meeting the requirements of the NPS-UD as what is currently proposed. Using accessibility criteria such as a 400m walkable catchment, as proposed by the submitter creates a contiguous zone focussed around main commercial centres and transport routes and therefore has greater alignment with the objectives and policies of the NPD-UD. As outlined in Section 5 of the introductory report, using accessibility criteria to assist in determining the extent of defined and concentrated medium density residential zone is the recommended approach for Hastings, Flaxmere and Havelock North. This submission point is therefore recommended to be accepted in part (insofar as the methodology used to identify the recommended extent of Medium Density Residential Zone align with that of the submitter albeit that the boundaries suggested by the submitter are slightly different to the recommended boundaries of the zone shown below).

#### 3.21.1 Scenario 2B – Proposed Medium Density Residential Zone map



- 3.22 ***Submission point 025.3 (Development Nous) is concerned that:***

- 3.23 ***PC5 as notified is not based upon current economic analysis, an economic assessment of feasible development vs plan enabled development capacity; projected uptake and that the capacity provided through PC5 achieves the***

**requirements of the NPS-UD and the intensification targets set out in the RPS and HPUDS as well as quantifiable evidence that the HBA is being meaningfully addressed.**

- 3.24 **PC5 as notified is not capable of giving meaningful and timely effect to the intensification vs greenfield targets contained within the RPS and HPUDS.**
- 3.25 As mentioned previously, an assessment was undertaken by Market Economics as to whether multiple spatial scenarios for MDR Zoning would meet feasible capacity. The report concluded the following summary of results:

Table 5-1: Summary of Results

		Scenario 1	Scenario 2A	Scenario 2B	Scenario 3				
Demand (incl margin)		HASTINGS URBAN	9,620	9,620	9,620	9,620			
		GREENFIELD	5,780	5,780	5,780	5,780			
		INTENSIFICATION	3,840	3,840	3,840	3,840			
Plan Enabled Capacity	Redevelopment (net)	Detached	18,585	14,580	14,130	24,300			
		Attached	75,200	51,390	49,960	102,275			
	Infill	Detached	3,230	2,665	2,600	3,860			
		Attached	8,705	5,935	5,790	10,980			
	Vacant	Detached	385	335	335	445			
		Attached	840	640	625	1,020			
Feasible Capacity		Detached	8,185	4,805	4,235	14,855			
		Attached	22,820	25,225	26,210	12,125			
		Total	31,005	30,030	30,445	26,980			
POTENTIAL DEVELOPMENT CAPACITY		Detached	2,595	2,555	2,535	2,545			
		Attached	710	805	845	750			
		Total	3,305	3,360	3,380	3,295			
Intensification (shortfall/surplus)		-	535	-	480	-	460	-	545
Retirement Villages			350		350		350		350
Non-market housing			270		270		270		270
Shortfall/Surplus			85		140		160		75

- 3.26 The methodology behind calculating plan enabled, feasible and potential development capacity is discussed within the report (attached as Appendix 6). The important points to note are that while scenario 3 (widest spatial extent for MDRZ) provides additional plan-enabled capacity (PEC), the different scenarios result in similar feasible capacity across the board, and most importantly, sufficient feasible capacity to meet demand and projected uptake. As concluded within the report:

*The modelling results suggest, despite Scenario 3 delivering much greater levels of plan enabled capacity, under a maximum profit approach, the greatest number of feasible dwellings could be delivered under Scenario 1 settings [PC5 as notified]. The difference is largely driven by the feasible capacity for attached dwellings, in Hastings. Under a different approach, the development pattern might differ. While plan enabled capacity is useful, feasible capacity provides a more refined indication (than PEC) of how much choice is provided for/enabled in the market, under different growth options. The modelling suggests similar levels of feasible capacity under Scenario 1, 2A and 2B (~30,000-31,000 dwellings) and slightly less (~27,000 dwellings) under Scenario 3. However, Scenario 3 delivers nearly double the number of feasible standalone homes when compared to Scenario 1. Feasible capacity expected under Scenario 2A and 2B, like under Scenario 1, is also*



*heavily weighted towards attached dwellings. This is important when matching demand with supply. While demand for attached dwellings in the district, has increased marginally over time, the preference shift has been relatively slow. Potential development capacity is also presented, but is considered one of many possible futures, and should be treated as indicative at best.*

- 3.27 It is considered this economic assessment provides sufficient analysis to show PC5 can meet the projected demand for intensification under multiple scenarios, including as notified and the preferred scenario 2B, and can assist in achieving greater intensification outlined in strategic documents by enabling greater plan enabled and feasible capacity for urban development. As such it is considered this submission point should be accepted.
- 3.28 **Submission 025.4 (Development Nous) is concerned that:**
- 3.29 ***PC5 as notified does not set out a clear and concise suite of Objectives, Policies, Rules, and Standards (including definitions) which avoid duplication with existing zone provisions and avoid overly restrictive, complex, multi-layered assessments.***
- 3.30 ***PC5 as notified does not demonstrate the matters above are achieved through a robust Section 32 assessment and associated supporting analysis and documentation.***
- 3.31 The submission points by Development Nous, are similar to what was discussed above in that they consider there is ambiguity between the Objectives, Policies, Rules and Standards of the MDR zone and the general residential zones. This leads to a lack of understanding of the desired outcomes between the zones. Furthermore, the notified approach leads to a lack of transparency as to the ability to provide infrastructure under MRZ-S14, which puts the onus on the developer to assess an application's ability to service a development, leading to additional uncertainty and cost to the applicant.
- 3.32 The concerns raised by the submitter are valid, and it is accepted that there is a lack of transparency in the approach as notified. Furthermore, the ability to allow for medium density residential development within the General Residential Zone, has led to the inability to direct servicing capacity to the specific areas identified for medium density development within the urban area. As such it is accepted that the notified approach could be undertaken in a more effective and efficient manner, as discussed by the submitter.
- 3.33 A recommended approach has been outlined under Section 5 of the introductory report, where both the infrastructure capacity and ability to undertake CRD in the General Residential Zone have been discussed. Under the preferred scenario, it is recommended that the spatial extent of the Medium Density Residential Zone be amended to a general 400m catchment from the main commercial areas of Hastings, Flaxmere and Havelock North. The exact spatial extent has been further discussed through the methodology report (Appendix 4) and spatial extent Topic 1, Key Issue 3. This refinement of the zone has been undertaken partially in response to infrastructure constraints, and partly to ensure more certainty for landowners within both the MDRZ and GRZ. The infrastructure restraints are discussed below:

*Plan Change 5 was therefore drafted in the knowledge that there are some significant infrastructure constraints especially in relation to*

*wastewater and that until the Essential Services Development Reports were completed limitations must be placed on the extent of intensification. A strategic approach was therefore adopted to ensure that we could meet intensification goals.*

*That infrastructure assessment work has been completed. This greater level of knowledge of the existing network, 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 medium density zone to be extended beyond what was proposed at the time of notification of Plan Change 5.*

- 3.34 Furthermore, following the economics assessment discussed above, it has been found that the boundaries of the MDR zone can be refined to a more specific catchment and still meet demand for housing through intensification. The economic assessment further addressed the reduction of CRD provisions from the General Residential Zone, where again it found that demand could be met with the removal of these provisions. As discussed in the introductory report:

*Given the modelling by Market Economics demonstrates that scenario 2B provides sufficient development capacity, changes to the provisions of the General Residential Zones can be made to retain the suburban nature of these areas which are located further away from the main commercial centres. This would ensure a more transparent approach to providing for medium density development. It would provide certainty to the community and property developers by directing medium density development to the medium density residential zone and leaving the general residential zones to provide for more suburban development at the current existing density of one residential unit per 350m<sup>2</sup> net site area.*

*There were a number of submissions that sought to retain the status quo albeit without any medium density development provided for. To implement this approach the provisions of the general residential zone would need to revert to their operative rule frameworks with some exceptions, including the removal of rules enabling comprehensive residential development on identified sites outside the Medium Density Residential Zone (i.e. those identified in Appendix 27, 28 and 29 that fall outside the 400m catchment area). Proposed rules providing for comprehensive residential development in new greenfield urban development areas would be retained (for example in the Howard Street and Brookvale Structure Plan areas)*

- 3.35 As such, it is considered that the recommended approach provides greater transparency, allows for more targeted provision of infrastructure and ensures greater certainty for landowners, relating to a more efficient and effective method of achieving the objectives of the NPS-UD and the new and existing objectives and policies of the District Plan. This proposed approach has been further discussed through the Section 32AA report, which has analysed the appropriateness of the preferred scenario. Given that the recommended approach generally aligns with the relief sought by the submitter, it is considered this submission point can be accepted.

## **RECOMMENDATIONS**

- 3.36 That the submission point **025.1 (Development Nous, Phil Stickney)** that PC5 be withdrawn unless further assessment and analysis are undertaken and amendments to provisions and associated maps are made to give effect to the NPS-UD and matters raised in this submission **be accepted in part.**
- 3.37 That the further submission point **FS08.1 (Waka Kotahi, New Zealand Transport Agency)** supporting the submission of Development Nous, Phil Stickney (025.1) **be accepted in part.**
- 3.38 That the further submission point **FS19.1 (Residents of Kaiapo Road etc)** supporting the submission of Development Nous, Phil Stickney (025.1) **be accepted in part.**
- 3.39 That the submission point **025.2 (Development Nous, Phil Stickney)** that PC5 sets a coherent and long-term zoning framework for the delivery of medium density housing to provide direction and certainty for the community **be accepted in part.**
- 3.40 That the further submission point **FS08.2 (Waka Kotahi, New Zealand Transport Agency)** supporting the submission of Development Nous, Phil Stickney (025.2) **be accepted in part.**
- 3.41 That the further submission point **FS19.2 (Residents of Kaiapo Road etc)** supporting the submission of Development Nous, Phil Stickney (025.2) **be accepted in part.**
- 3.42 That the submission point **025.3 (Development Nous, Phil Stickney)** that PC5 is based upon current economic analysis, and an economic assessment of feasible development vs plan enabled development capacity **be accepted.**
- 3.43 That the further submission point **FS08.3 (Waka Kotahi, New Zealand Transport Agency)** supporting the submission of Development Nous, Phil Stickney (025.3) **be accepted.**
- 3.44 That the further submission point **FS19.3 (Residents of Kaiapo Road etc)** supporting the submission of Development Nous, Phil Stickney (025.3) **be accepted.**
- 3.45 That the submission point **025.4 (Development Nous, Phil Stickney)** that PC5 sets out a clear and concise suite of Objectives, Policies, Rules, and Standards (including definitions) which avoid duplication with existing zone provisions and demonstrates the matters above are achieved through a robust Section 32 assessment and associated supporting analysis and documentation **be accepted.**
- 3.46 That the further submission point **FS08.4 (Waka Kotahi, New Zealand Transport Agency)** supporting the submission of Development Nous, Phil Stickney (025.4) **be accepted.**
- 3.47 **Reasons:**
- a. In that an economics assessment was undertaken which showed that PC5 as notified could provide sufficient feasible capacity to meet demand.
  - b. That it is considered that significant consultation and engagement was undertaken to a satisfactory level as required under the RMA 1991, as outlined in Section 7.0 of the introductory report.

- c. That PC5 as notified provided a lack of clarity through not rezoning all areas where Medium Density Residential Developments could occur, relying on the rule framework of the General Residential Zone in some instances, and that zoning all of the areas suitable for Medium Density Residential Development is considered a more effective approach.
- d. That a 400m catchment from the core commercial areas and main transportation routes is considered the most effective and efficient method of achieving the NPS-UD, specifically Policy 5. However, while the methodology aligns with the submitter's request, the recommended extent of the Medium Density Residential Zone differs slightly to the relief sought by the submitter.
- e. Economic analysis was undertaken that showed a more refined zone based on the 400m catchment can still supply enough feasible capacity to meet demand.
- f. That allowing for CRD within the general residential zones undermines the MDRZ and lacks transparency for landowners as to the types of developments that are anticipated to occur around them. It is considered more efficient to provide a defined area where Medium Density Residential development can occur focused around the main commercial centres which provide sufficient commercial services, access to recreational opportunities and active and public transport links to support this type of housing.
- g. That limiting medium density residential development to the MDRZ, and removing rules enabling CRD developments from the General Residential Zones, allows for infrastructure provision to be planned and coordinated, alleviating concerns around capacity within the MDRZ.
- h. The recommended approach provides greater transparency for landowners and developers as to where increased housing densities can occur.
- i. That an additional Section 32AA (see appendix 3) report has been prepared detailing the efficiency, effectiveness, and appropriateness of the recommended approach as a result of submissions.

#### **4. SUBMISSION POINT 033.1 (R GADDUM, SAVE THE PLAINS GROUP)**

##### **ANALYSIS**

- 4.1 The submission point 033.1 from Richard Gaddum of Save the Plains Group has supported Plan Change 5, insofar as it aligns with the objectives of the NPS-UD, particularly the aspects of the document that discuss going up, rather than out, which can be loosely aligned to Objective 3:

***Objective 3:** Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:*

- (a) the area is in or near a centre zone or other area with many employment opportunities*
- (b) the area is well-serviced by existing or planned public transport*

- (c) *there is high demand for housing or for business land in the area, relative to other areas within the urban environment.*

- 4.2 As has been discussed as part of the Section 5 of the introductory report, it is considered that the overall direction of the plan change meets the objectives of the NPS-UD by providing for sufficient Medium Density Residential Zoning to meet long term demand in highly accessible areas of Hastings. As such given it is recommended that Plan Change 5 to proceed in line with the NPS-UD Objectives, the submission point of Richard Gaddum (033.1) should be accepted.
- 4.3 Furthermore, Mr Gaddum's submission has supported any policy direction that supports restricting development of the LUC 1 – 3 soils. It is considered that even with the recommended amendments to PC5 as notified, that the plan change is still efficient and effective at accommodating additional medium density within the existing urban area. Analysis undertaken by Market Economics, has shown that the recommended revised approach through submissions can provide enough feasible capacity to meet the demand over the next 30 years. It is considered that Plan Change 5 will provide sufficient alternatives to Greenfields development within the district. The exact levels of greenfields to brownfields development will be ultimately considered through the Future Development Strategy, but it is considered that the recommended approach to Plan Change 5 will support the strategic directions of the FDS through the NPS-UD.

#### **RECOMMENDATIONS**

- 4.4 That the submission point **033.1 (R Gaddum)** supporting Plan Change 5 where it relates to providing for intensification and reducing impact on Highly Productive land be accepted.
- 4.5 Reasons:
- a. That the recommended overall philosophy of the plan change is considered an efficient and effective method for achieving the Objectives of the NPS-UD.
  - b. That the Market Economics analysis has shown that the recommended approach to Plan Change 5 will provide sufficient supply to meet demand over the next 30 years, thus reducing the need to develop greenfields land.

#### **5. SUBMISSION POINT 045.4 (L HOCQUARD)**

##### **ANALYSIS**

- 5.1 The submission point 045.4 (L Hocquard) has suggested that although arable land needs to be protected, we could still develop some of the land between Hastings and Havelock and other areas on the outskirts of Hastings.
- 5.2 As previously mentioned in this report, the objectives of Plan Change 5 are largely related to the need to provide for greater intensification of dwellings in areas that are highly accessible to commercial centres such as near the CBD, as directed through the Objectives of the NPS-UD. This does not however, negate the need for there to be a wider strategy for the provision of land for houses. Such requirements are directed through the Future Development Strategy (FDS), which is also required through the NPS-UD. The FDS provides the direction for the next 30 years of housing supply within the Napier-Hastings urban area. This strategy will determine how much and where the greenfields land may be provided for the next 30 years.

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- 5.3 In short, the consideration of additional greenfields land will be considered through the FDS, but is a separate process from PC5, and as such it is recommended that the submission be rejected.

**RECOMMENDATIONS**

- 5.4 That the submission point **045.4 (L Hocquard)** requesting the greenfields land be looked at as opposed to the increase of densities proposed by Plan Change 5 be rejected.
- 5.5 Reasons:
- a. That the distribution and location of greenfields land will be considered through the FDS, which considers land supply for residential and business land for the next 30 years.
  - b. That the scope of Plan Change 5 relates to the intensification of residential land in highly accessible areas, rather than the consideration of greenfields land.

**6. SUBMISSION POINTS 050.5, 050.6 (KĀINGA ORA), FS11.5, FS11.12 (DEVELOPMENT NOUS), AND FS19.31, FS19.32 (RESIDENTS OF KAIAPO ROAD ETC)**

**ANALYSIS**

- 6.1 The submission of Kāinga Ora has requested a future assessment into the commercial land zoning to compliment Plan Change 5 by introducing mixed-use and high-density options into specific areas. This submission point has further been addressed in Topic 1, Key Issue 4, Section 2.16. It is agreed that there should be a review of both the Commercial Zones and Commercial Strategy into the future. This will most likely happen in time as part of the rolling review of the District Plan. Any review would take into account all relevant aspects, such as consistency with surrounding zones.
- 6.2 It should also be noted that HDC have previously undertaken Variation 5 in 2018/19 which enabled inner city living in the upper floors of buildings in the Hasting Central Commercial Zone. This was undertaken to provide a greater range of land use options within the CBD. Any review of Commercial Zones and Strategies may expand on this, including determining the size and extent of the Commercial Zones. Finally, the Business Capacity Assessment has investigated demand for commercial land and found there is no general need for additional commercial land over the next 30-year period.
- 6.3 It is accepted that further reviews of the commercial zones are appropriate at a future date and as such this submission point is to be noted.

**RECOMMENDATIONS**

- 6.4 That the submission points **050.5 & 50.6 (Kāinga Ora)** requesting a future review of the Commercial Zone be noted.
- 6.5 That the further submission points **FS11.5 & FS11.12 (Development Nous)** supporting in part the submission of Kāinga Ora be noted.

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6.6 That the further submission points **FS19.31 & FS19.32 (Residents of Kaiapo Road etc)** opposing the submission of Kāinga Ora **be noted**.

6.7 Reasons:

- a. That it is agreed that the Commercial Zones of the Hastings District Plan should be reviewed in the future, likely as part of the rolling review.
- b. That any review would be required to cover a broad range of issues, such as bulk and location and consistency with other zones.
- c. A review of the zoning or strategy may determine the appropriate level of commercial land zoning, and whether this should be expanded, reduced, or developed with a greater level of mixed-use opportunities.
- d. The Business Capacity Assessment has reviewed the demand and supply of commercial land and there is no general need for additional land over the next 30-year period.

**7. SUBMISSION POINTS 101.1, 101.2 (TE TUĀPAPA KURA KĀINGA, MINISTRY OF HOUSING AND DEVELOPMENT), FS08.5 (WAKA KOTAHI, NEW ZEALAND TRANSPORT AGENCY), FS11.184, FS11.185 (DEVELOPMENT NOUS)**

**ANALYSIS**

- 7.1 Te Tuāpapa Kura Kāinga – Ministry of Housing and Urban Development has submitted that they are concerned that Plan Change 5 as notified will not enable sufficient development capacity for Medium Density Residential Development and that demand and accessibility assessments be undertaken to demonstrate how PC5 will give effect to Policy 5 of the NPS-UD.
- 7.2 This topic has been largely covered under the recommended approach discussed in Section 5 of the introductory report. This was in response to the recommended spatial extent of the MDRZ through submissions, in which a number of options have been considered. As part of these considerations, an additional assessment was undertaken by Market Economics (Appendix 6) to understand the development capacity for each option.
- 7.3 The modelling looked at four separate scenarios. The scenarios are summarised as follows:
  - Scenario 1 relates to the proposed planning provisions and spatial extent as notified for the initial public consultation.
  - Scenario 2A includes changes to the spatial extent of the MDRZ proposed under Scenario 1, and a smaller 400m walkable catchment around the commercial centres of Hastings, Havelock North and Flaxmere.
  - Scenario 2B is broadly consistent with Scenario 2A with regards to the planning provisions but there are differences in terms of the spatial extent where they apply.
  - Scenario 3 reflects Kāinga Ora (KO)'s submission with respect to the spatial extent of the MDRZ.



- 7.4 The report concludes that while extending the Medium Density Residential Zone wider (as specifically submitted by Kāinga Ora) provides more Plan Enabled Capacity, the options of narrowing the zoning to a more refined area, will provide greater levels of feasible capacity. This is explained below:

*The modelling results suggest, despite Scenario 3 delivering much greater levels of plan enabled capacity, under a maximum profit approach, the greatest number of feasible dwellings could be delivered under Scenario 1 settings. The difference is largely driven by the feasible capacity for attached dwellings, in Hastings. Under a different approach, the development pattern might differ. While plan enabled capacity is useful, feasible capacity provides a more refined indication (than PEC) of how much choice is provided for/enabled in the market, under different growth options. The modelling suggests similar levels of feasible capacity under Scenario 1, 2A and 2B (~30,000-31,000 dwellings) and slightly less (~27,000 dwellings) under Scenario 3. However, Scenario 3 delivers nearly double the number of feasible standalone homes when compared to Scenario 1. Feasible capacity expected under Scenario 2A and 2B, like under Scenario 1, is also heavily weighted towards attached dwellings. This is important when matching demand with supply. While demand for attached dwellings in the district, has increased marginally over time, the preference shift has been relatively slow.*

- 7.5 The report has concluded that similar levels of feasible capacity can be achieved within a smaller more refined area. This is shown by Table 5-1: Summary of Results. This is important, as it shows that we can achieve the requirements of the NPS-UD by providing for increased height and density, in a relatively refined area, close to highly accessible transportation routes and the CBD and other main commercial centres. In this case, it is recommended that the MDR Zone is largely consolidated into a 400m walkable catchment. It is considered that this approach achieves the direction of Policy 5 in a more efficient and effective way than providing for medium density across larger tracts of Hastings, Flaxmere and Havelock North. This is further reinforced through the M.E report below:

*To conclude, while the benefits of intensification are well-documented, for these to be realised, both concentration and location need to be considered. Scenario 1 and 2 (A and B) proposes a centre-based approach, enabling intensification around areas of high amenity. Scenario 3 proposes enabling intensification across all of Hastings. We note, if intensification provisions are too widespread, it would dilute positive effects associated with compact urban form effects.*

- 7.6 Finally, as outlined through Introductory Report, it is important to understand that Plan Change 5 is only the first step in providing for residential capacity for urban development. It is not considered that Plan Change 5 should be providing for the entire shortfall identified through the Housing Capacity Assessment. These decisions need to be considered through the wider Future Development Strategy, which can determine the level of intensification and greenfields development which informs growth for the district. The decisions for PC5 will inform the FDS, without necessarily providing for all future housing supply.

#### **RECOMMENDATIONS**

- 7.7 That the submission point **101.1 (Te Tuāpapa Kura Kāinga, Ministry of Housing and Development)** requesting that PC5 enables sufficient capacity to address the



supply gaps of the Housing and Business Capacity Assessment **be accepted in part.**

- 7.8 That the further submission point **FS11.184 (Development Nous)** supporting submission of Te Tuāpapa Kura Kāinga, Ministry of Housing and Development (101.1) **be accepted in part.**
- 7.9 That the further submission point **FS08.5 (Waka Kotahi, New Zealand Transport Agency)** supporting in part the submission of Te Tuāpapa Kura Kāinga, Ministry of Housing and Development (101.1) **be accepted in part.**
- 7.10 That the submission point **101.2 (Te Tuāpapa Kura Kāinga, Ministry of Housing and Development)** requesting that we undertake a demand and accessibility assessment to inform PC5 **be accepted in part.**
- 7.11 That the further submission point **FS11.185 (Development Nous)** supporting submission of Te Tuāpapa Kura Kāinga, Ministry of Housing and Development (101.2) **be accepted in part.**
- 7.12 Reasons:
- a. That an economic assessment has been undertaken that concludes that the supply provided under the recommended revised approach to PC5 will supply sufficient feasible capacity for intensification to meet future demand, but this may not necessarily cover the shortfall in supply concluded through the Housing Capacity Assessment.
  - b. A demand/supply assessment has been undertaken, which has determined that rezoning for Medium Density Residential within a 400m catchment of the CBD and main arterials provides sufficient supply to meet demand.
  - c. In determining the boundaries of the MDR zone, accessibility was considered as part of the methodology in defining an appropriate catchment area around the CBD and main commercial centres / transport routes.

## **8. SUBMISSION POINT 106.1 (TUMU DEVELOPMENT, P COOKE)**

### **ANALYSIS**

- 8.1 The submission of **Tumu Development, Peter Cooke (106.1)** has supported Plan Change 5, particularly in relation to the introduction of the NPS-HPL which puts significant constraints on the ability to develop greenfields land in Hawke's Bay. As has been previously discussed, it is considered that the plan change broadly aligns with the direction of the NPS-HPL through the provision of greater housing supply within the existing urban footprint. The overall levels and locations required for future greenfields land, will ultimately be determined through the FDS.
- 8.2 The suggested changes mentioned within this submission point are generally to standards and terms and will be dealt with specifically throughout the S42 report. As such it is recommended this submission point **is accepted.**

## **RECOMMENDATIONS**

- 8.3 That the submission point **106.1 (Tumu Development)** supporting Plan Change 5 on the basis that it provides more residential availability given the constraints of developing greenfields land due to NPS-HPL **be accepted**.
- 8.4 Reason:
- a. While Plan Change 5 is not specifically directed by the NPS-HPL, it is considered consistent with the Objectives due to the provision of additional dwellings within the existing urban area, thus reducing pressures on the development of highly productive land for housing.

## **9. SUBMISSION POINTS 107.1 (WAKA KOTAHI, NEW ZEALAND TRANSPORT AGENCY), FS11.188 (DEVELOPMENT NOUS), FS13.2 (KĀINGA ORA)**

### **ANALYSIS**

- 9.1 The submission of Waka Kotahi, New Zealand Transport Agency has raised concerns that the inability to provide infrastructure limitations may lead to a hybrid approach to future residential housing opportunities, which will not meet the objectives of the NPS-UD in an efficient and effective manner.
- 9.2 Much of the response to this submission can be found in Section 5 of the introductory report, 'The Preferred Scenario for the Medium Density Residential Zone', where the recommended approach following consideration of submissions has been detailed. However, the specific aspects of the submission point have been covered off below.
- 9.3 In terms of the infrastructure, it is accepted that providing for increased density across both the rezoned MDRZ, and the General Residential Zones of Hastings, Flaxmere and Havelock North, would be inefficient and unaffordable to service all at once, leading to constraints on network capacity. This, therefore, would limit the ability to achieve greater density in some areas. The recommended approach as discussed under introductory report, removes the ability to achieve greater densities within the General Residential Zones, and limits the Medium Density Residential Zone to a catchment relating largely to a 400m distance from the CBD and main transport routes.
- 9.4 The recommended approach benefits the distribution of infrastructure capacity through limiting the level of development outside of the MDRZ. By having greater certainty around the level of additional development able to occur in General Residential Zone, HDC can plan for, and focus on, increasing infrastructure capacity within the recommended MDRZ, ensuring that the zone can be developed to a density envisaged by the District Plan provisions. This is considered a more effective and efficient measure of meeting Objective 6 of the NPS-UD:

**Objective 6:** Local authority decisions on urban development that affect urban environments are:

- (a) integrated with infrastructure planning and funding decisions; and
- (b) strategic over the medium term and long term; and
- (c) responsive, particularly in relation to proposals that would supply significant development capacity.

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- 9.5 On that basis, the recommended amendments to Plan Change 5 provide a more integrated response to infrastructure by ensuring capacity in areas which are highly accessible.
- 9.6 The second key aspect to the recommended approach under the introductory report is that it provides greater certainty for those residents of each zone. By directing higher density development to the Medium Density Residential Zone and limiting density (to 1 residential building per 350m<sup>2</sup>) in Hastings and Havelock North (and to 1 residential building per 500m<sup>2</sup>) and in Flaxmere, it ensures a clear and transparent delineation as to where medium density developments can occur. This provides greater certainty to landowners within the General Residential Zone of the development outcomes sought and that amenity values will be maintained in accordance with the planned urban built form environment allowed by the bulk and location standards of the particular zone. Within the Medium Density Residential Zone, landowners can expect a change in amenity values as anticipated under Policy 6(b)(i)
- may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types;*
- 9.7 While PC5 as notified provided for medium density within 400-600m of commercial zones, public parks and a public bus stop in the rules of the General Residential Zone, it was not transparent or as evident as rezoning land. It is considered that the approach as recommended gives landowners much greater certainty and understanding of the plan provisions and is considered a more efficient and effective method of achieving a well-functioning urban environment that provides for increased density in highly accessible areas, and achieves Objective 1, Policy 1 and Policy 6 of the NPS-UD.
- 9.8 Finally, the submitter has concerns that Plan Change 5 will not provide sufficient capacity to meet anticipated demand. As has been discussed previously in this report, Market Economics undertook a demand and supply review, which looked at multiple scenarios for the spatial extent of rezoning for medium density under Plan Change 5 and found that the approach recommended under Section 5 of the introductory report can provide sufficient plan enabled and feasible capacity to meet demand. The efficiency and effectiveness of the options are considered in the Market Economics report will also be discussed further through the Section 32AA report attached as Appendix 3.
- 9.9 It is considered that the points raised by the submitter have been addressed through the recommended approach to Plan Change 5 as discussed under the introductory report, which ensures that the Objectives and Policies of the NPS-UD can be achieved in a more effective and efficient manner. As such the submission point of Waka Kotahi, New Zealand Transport Agency should be accepted in part.

#### **RECOMMENDATIONS**

- 9.10 That the submission point **107.1 (Waka Kotahi, New Zealand Transport Agency)** requesting additional analysis be undertaken to assess the efficiency and effectiveness of PC5 in achieving the objectives of the NPS-UD **be accepted in part**.

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- 9.11 That the further submission point **FS11.188 (Development Nous)** supporting submission of Waka Kotahi, New Zealand Transport Agency (107.1) **be accepted in part.**
- 9.12 That the further submission point **FS13.2 (Kāinga Ora)** supporting submission of Waka Kotahi, New Zealand Transport Agency (107.1) **be accepted in part.**
- 9.13 Reasons:
- a. That the refined location of the Medium Density Residential Zone, and the removal of CRD provisions from the general residential zones, ensures that infrastructure capacity can be specifically directed to locations where higher density is proposed, rather than spread across the city, aligning with Objective 6 of the NPS-UD.
  - b. The recommended Medium Density Residential Zone will be located within approximately 400m of the CBD of Hastings, the commercial centres of Havelock North and Flaxmere, and key transport corridors, aligning with Policy 5 of the NPS-UD.
  - c. The recommended approach will align with Policy 6(b)(i) of the NPS-UD by better defining the areas in which Medium Density Residential development can occur, thus allowing residents greater choice and understanding as to the future amenity values of their location.
  - d. Additional assessment has been undertaken by Market Economics which has determined that the recommended approach can achieve sufficient supply to meet demand.

**10. SUBMISSION POINTS 140.1 (SAVE OUR FERTILE SOILS) and FS28.12 (KĀINGA ORA)**

**ANALYSIS**

- 10.1 The submission of Save our Fertile Soils relates to the NPS-HPL and that it does not go far enough to address restriction of urban development of highly productive land and that moving forward the Council needs to focus on new residential communities within existing town and city boundaries and on unproductive land. Kāinga Ora support this submission in so far as it is consistent with their primary submission – that HDC need to focus on residential development and intensification within the existing urban environment to avoid further urban sprawl onto productive land.
- 10.2 Plan Change 5 has no ability to address the specific provisions of the NPS-HPL, nor does this national policy statement provide specific policy direction for PC5. It is therefore considered that this part of the submission is out of scope and should **be rejected.** With respect to the statement that '*Council needs to focus on new residential communities within the existing urban boundaries*', the objectives of PC5 seek to reduce growth pressures on productive land through enabling intensification within existing urban boundaries. Therefore, it is considered this submission is in support of the plan change. On that basis overall, the submission is recommended to be accepted in part, where it relates to providing for intensification and reducing impact on highly productive land.

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- 10.3 The support in the submission for the NPS-UD direction is noted and has been assessed previously under submission point 033.1 (R Gaddum, Save the Plains Group).

**RECOMMENDATIONS**

- 10.4 That the submission point **140.1 (Save our Fertile Soils)** **be accepted in part** where it relates to providing for intensification and reducing impact on highly productive land.
- 10.5 That the further submission point **FS28.12 (Kāinga Ora)** supporting in part the submission from Save our Fertile Soils (140.1) **be accepted in part.**
- 10.6 Reasons:
- a. Plan Change 5 cannot amend the provisions of the NPS-HPL and therefore this part of the submission point is out of scope.
  - b. The provisions of PC5 seek to enable additional residential housing and communities within the urban boundaries of the district and through these provisions seek to reduce growth pressures on highly productive land.

## TOPIC 1, KEY ISSUE 3 – SPATIAL EXTENT OF MEDIUM DENSITY RESIDENTIAL ZONE / PLANNING MAPS

### 1. SUBMISSION POINTS

Sub Point	Submitter / Further Submitter	Provision / Section of the Hastings District Plan	Position	Summary of Decision Requested	Recommendation
005.2	J H Armstrong	MRZ Zones	Oppose	Use the showgrounds for housing. Do not allow plan change.	Reject
011.2	B & C Buckrell	MRZ Zones	Oppose	Oppose medium density zone in Tōmoana Road near the intersection of York Street.	Accept
012.1	G Campbell	MRZ	Not stated	Any piece of land that is available and suitable should be developed more intensively if it meets all the criteria and the community (particularly neighbours) are consulted.	Reject
013.3	S Campbell	MRZ	Oppose	There are main ways a city can grow and intensify urban housing - the need for such a tight proximity for development is unnecessary and not likely to work without arising issues as well as poor planning. I have suggestions for intensified development outside of those proposed by this Plan which could resolve many of the current issues with this Plan.	Reject
013.4	S Campbell	MRZ	Oppose	Council needs to look to other and more diverse measures for where to focus multi-level buildings than just proximity in terms of walking distance as doing so discriminates and will make it harder for such areas to be inclusive and available to all potential residents fairly.	Reject
016.1	Clifton Bay, M Mahoney	Te Awanga Lifestyle Overlay Area	Support with amendment	Rezone 2.7ha of land at 380 Clifton Road to Medium Density Residential Zone for comprehensive residential development.  Delete the Te Awanga Lifestyle Zone and all references in Section 11.2 and Appendix 25A.	Reject
FS08.6	Waka Kotahi, New Zealand Transport Agency		Oppose	Waka Kotahi, New Zealand Transport Agency requests further site-specific assessments to ensure that the proposal will meet the requirements of the NPS-UD,	Accept

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				including (but not limited to) accessibility to active and public transport, hazards, infrastructure requirements (including stormwater) and any reverse sensitivity issues.	
020.5	J Cowman	Planning Maps – General	Not stated	Not stated	Reject
034.7	A Galloway	Planning Maps	Support	Not stated	Accept
FS19.19	Residents of Kaiapo Road etc		Support	We seek the whole of the submission be allowed.	Accept
040.7	L Herbert	General concern	Oppose	Land should be set aside in the current and new subdivisions in Havelock North, Hastings and Flaxmere to build these homes.	Reject
041.1	Heretaunga Tamatea Settlement Trust	All	Support with amendment	Primary relief requested is the provision of a pathway either via plan change or resource consent for the subdivision of land to allow for medium density development in appropriate and well-suited areas, such as the submitter's site at 238 Stock Road / 49a Dundee Drive Flaxmere. Or alternatively: The inclusion of the submitter's site as a limited "expansion zone" within the proposed Medium Density Residential Zone; Or alternatively: Given the Council's signal that it intends to apply the proposed Medium Density Residential Zone to other sites in future, appropriate modifications to the provisions of the Proposal to facilitate that outcome in the future; and Further consequential or related relief which might be required to achieve the inclusion of its site in the proposed Medium Density Residential Zone such as any particular bespoke site-specific provisions.	Reject as considered out of scope
041.2	Heretaunga Tamatea Settlement Trust	Irongate / York Urban Development Area	Support with amendment	Rezone 238 Stock Road / 49a Dundee Drive to a Medium Density Residential Zone	Reject as considered out of scope
048.1	S Horrocks	All	Oppose	I seek a reversal of the proposal to Plan Change 5, Mahora District, to a medium density residential zone, and leave it at its current status quo.	Accept in part
050.1	Kāinga Ora	Spatial Application – Medium	Support in part	1. Kāinga Ora seek the Medium Density Zone be applied to the full extent of the	Accept in part

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		Density Residential Zone		<p>Hastings General Residential Zone and City Living Zone, reflective of principles of intensification around main centres and what has been enabled through PC5 through provisions relating to CRD across the Medium and General Residential Environments.</p> <p>2. Kāinga Ora seek the Medium Density Zone be applied to a walkable catchment of 800m from the Flaxmere and Havelock North town centres.</p> <p>3. Kāinga Ora seek that the spatial application of the Medium Density Zone as shown in the planning maps in <b>Appendix 2*</b> is adopted.</p> <p><i>*(refer to full submission for maps)</i></p>	
FS11.7	Development Nous	Submission point 050.1	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept
FS16.1	M Reid	Submission point 050.1	Oppose	<p>MRZ-O1–MRZ-O2: Reduce the number of areas proposed for medium density housing along Porter Drive in Havelock North due to the existing congestion and additional traffic flow from proposed developments on Middle Road and Havelock Road, and due to the poor water management infrastructure along Campbell Street and Porter Drive.</p> <p>Remove the Havelock North bowling green, an important recreational resource for the community, from plans for medium density housing.</p>	Accept in part
FS19.27	Residents of Kaiapo Road etc	Submission point 050.1	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
FS031.2	Surveying the Bay, A Taylor	Submission point 050.1	Oppose	Disallow submission. We do not agree with the approach suggested by Kāinga Ora and feel it would be extremely difficult to plan infrastructure. We prefer the 600m radius approach in the GRZ.	Accept in part
051.1	P Kay	General Concern –	Oppose	That the areas bordering Cornwall Park, along Nelson	Accept in part



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		Cornwall Park area		St north, Roberts St and Fitzroy Ave be deleted from the medium density residential zoning and joined with the surrounding character residential zoning. My preference would be to do the same with Cornwall Road and Tōmoana road also, then the Park will retain its integrity and future proof its iconic reputation.	
053.2	Landsdale Development	Brookvale Structure Plan Area	Support with amendment	Planning maps to identify Landsdale's (and associated ownership) land as a suitable for medium density development growth– this includes opportunity for associated infrastructure (3 waters and commercial) to support increased density in the surrounding areas. Land should be development ready.	Reject
064.3	E Millar	Alternative Locations for Density	Oppose	Not stated	Reject
067.1	G Neill	Objective HNRO6, HNRO7, Policy HNRP10, Policy HNRP9	Oppose in part	The change to Medium Density Residential should not go ahead in relation to Chambers Street and Duart Road and the residences in between.	Reject
FS06.1	G Neill	Submission point 067.1	Support	I seek that the whole of the submission be allowed.	Reject
068.2	B Nicoll	MDH in existing neighbour-hoods	Oppose in part	Preserve established communities and community environments as they are.	Reject
070.1	P Nottingham	Plan change in its entirety	Support in part	<ul style="list-style-type: none"> <li>Extend the medium density zone to include areas around existing commercial hubs and Open Space Zoned areas. Basically all of the Hastings General Residential Zone apart from the more recent greenfields areas in Lyndhurst and Northwood.</li> <li>Extend Suburban Commercial zones and add new ones particularly in Havelock North so they can provide additional services within a walkable distance eg 800 St Aubyn Street East.</li> </ul>	Accept in part
072.1	Oderings Nurseries	Plans change in its entirety	Support with amendment	As primary relief the submitter seeks inclusion of its site at 55 and 57 Brookvale (Oderings Garden Centre) and the adjoining site at 53 Brookvale Road, as a limited expansion zone within the proposed	Reject

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				Medium Density Residential Zone; and  Any further consequential or related relief which might be required to achieve the inclusion of its site in the proposed Medium Density Residential Zone (such as any particular bespoke site specific provisions).	
080.3	M Reid	Zoning extent	Oppose	Reduce the number of areas proposed for medium density housing along Porter Drive due to traffic congestion	Reject
FS05.1	Ministry of Education	Submission 80.3	Neutral	The Ministry requests that Hastings District Council considers the effects the proposed intensification from PC5 will have on the safety of the road network by providing for active mode users with safer walking and cycling facilities, particularly around schools.	Noted
086.1	R Sanders & B Sanders	All	Oppose	Look at spreading out on the outskirts for affordable housing, consider Clive and Havelock for medium density. Stop development at Stead site in Fenwick Street, Mayfair	Reject
096.3	M Smiley	Zoning extent	Support with amendment	<ul style="list-style-type: none"> <li>• Ring fence suburbs for specific housing types – single houses, infill or low-rise housing</li> <li>• Identify the area around Stortford Lodge as suitable for low-rise apartments or housing as it is close to the CBD, schools and parks.</li> <li>• Encourage 3-5 storey high development in the CBD for a mix of retail, office and apartments</li> </ul>	Accept in part
100.1	Te Kāhui Whaihanga	Medium Density Residential Zone areas	Support	Not stated	Accept in part
100.2	Te Kāhui Whaihanga	MRZ Boundaries	Support with amendment	Measures to ensure protection of transition zones i.e. those properties immediately adjacent to MRZ, creation of fringe areas to be protected from negative impacts of MRZ, including overlooking, sunlight, shading, visual impact, avoiding a sudden transition from single to 3 storey dwellings, impact on street parking.	Reject
101.4	Te Tuāpapa Kura Kāinga, Ministry of	Spatial Application of Zone and	Support with amendment	Rather than restrict the spatial application of the medium density residential zone due to	Reject

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	Housing and Development	Infrastructure Management		<p>infrastructure constraints, manage the adverse effects on the infrastructure networks capacity through an efficient consenting framework.</p> <p>Including such further or other relief, or other consequential or other amendments, as are considered appropriate and necessary to address the concerns set out herein.</p>	
FS11.187	Development Nours	Submission point 101.4	Support	Development Nours seeks the submission be allowed in its entirety as it aligns with the alternate relief sought in its submission.	Reject
103.1	Terra Nova Group	221 Wolseley Street, Hastings	Support with amendment	<p>The submitter seeks the following relief:</p> <ul style="list-style-type: none"> <li>• A revision to the planning maps to provide a cohesive Medium Density Residential Zone (MRZ) around the Hastings CBD and commercial zonings based on an evidential walkable catchment analysis;</li> <li>• Failing the granting of the relief sought above, the inclusion of 221 Wolseley Street as Medium Density Residential Zone (MRZ)</li> <li>• Any other subsequent or consequential changes that are required to give effect to the relief sought by the Submitter</li> </ul>	Accept
FS08.7	Waka Kotahi, New Zealand Transport Agency	Submission point 103.1	Oppose in part	Waka Kotahi, New Zealand Transport Agency seeks further site-specific assessment to determine suitability of the site for rezoning that addresses the effects on the transport network, including the potential safety effects on SH51. The assessment should also include consideration of accessibility to active and public transport and infrastructure requirements.	Reject
107.7	Waka Kotahi, New Zealand Transport Agency	Section 7.2 - Entire Section	Support with amendment	<p>Support subject to:</p> <ul style="list-style-type: none"> <li>• Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS–UD and providing the reasons for the proposed provisions.</li> </ul>	Accept

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				<ul style="list-style-type: none"> <li>Amendments to the proposed plan change to better align and implement the objectives, policies and definitions in the NPS-UD.</li> <li>Reconsider the location and framework of the Comprehensive Residential Zone provisions based on a revised evidence base. At a higher level Waka Kotahi, New Zealand Transport Agency suggests that this evidence base considers enabling medium density around the centre, key walking / cycling and public transport routes.</li> </ul>	
107.8	Waka Kotahi, New Zealand Transport Agency	Section 8.2 - Entire Section	Support with amendment	Support subject to: <ul style="list-style-type: none"> <li>Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS-UD and providing the reasons for the proposed provisions.</li> <li>Amendments to the proposed plan change to better align and implement the objectives, policies and definitions in the NPS-UD.</li> <li>Reconsider the location and framework of the Comprehensive Residential Zone provisions based on a revised evidence base. At a higher level Waka Kotahi, New Zealand Transport Agency suggests that this evidence base considers enabling medium density around the centre, key walking / cycling and public transport routes.</li> </ul>	Accept
107.9	Waka Kotahi, New Zealand Transport Agency	Section 9.2 - Entire section	Support with amendment	Support subject to: <ul style="list-style-type: none"> <li>Further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS-UD and providing the reasons for the proposed provisions</li> <li>Amendments to the proposed plan change to better align and implement the objectives, policies</li> </ul>	Accept

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				<p>and definitions in the NPS-UD.</p> <ul style="list-style-type: none"> <li>Reconsider the location and framework of the Comprehensive Residential Zone provisions based on a revised evidence base. At a higher level Waka Kotahi, New Zealand Transport Agency suggests that this evidence base considers enabling medium density around the centre, key walking / cycling and public transport routes.</li> </ul>	
111.3	C Waters	Raureka MDRZ	Oppose	The Raureka MDRZ should be scrapped.	Accept
120.1	J H Armstrong	All	Oppose	Leave our street quiet and stressless for long term residents (Mairangi St, Hastings)	Reject
121.1	J Barnden	All	Oppose	Object to high density intensification in our general residential zone. i.e. the proposed development to sections 1203/1205 Ada Street Parkvale.	Accept in part
122.1	C Blackberry	Extent of MRZ – Spatial Extent	Oppose	Not specifically stated.	Reject
123.1	Clifton Bay	Zoning – Spatial Extent	Support with amendment	Rezone 2.7Ha of Land on the site to Medium Density Comprehensive Residential Development.	Reject
129.2	B Fyfe	Zoning spatial extent – greenfield areas being used for greater density	Oppose	Maintained space in our communities. Maintain land away from existing communities on the outskirts of Hastings to build medium density housing.	Reject
135.5	J McIntosh	Zoning	Oppose	A character zone for the area of Windsor Avenue listed.	Reject
138.2	P Rawle	Suitable Location for Medium Density	Support with amendment	Consider 'commercial area' uses as to whether they can support medium density.	Accept
138.10	P Rawle	600m Radius from Commercial Areas	Oppose	Remove the ability to do medium density within 600m of commercial zone, park, and bus stop.	Accept
139.3	D Sankey	Medium Density Residential Zone	Oppose	PC5 should be redrafted with consent from Hastings' citizens following consultation.	Accept in part
143.1	A Smith, G Smith, and S Taylor	General Approach to PC5 – Hastings & Havelock 139.3North's General	Oppose	Seeks a great degree of District Plan control of the locations for CRD housing in Hastings and Havelock North so it is provided in suitable locations only.	Accept

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		Residential Zones		Seeks that in addition to any other amendments sought by this submission, any other amendments to the District Plan are requested to address concerns raised.	
146.1	TW Property	Increase Opportunities for Medium Density Housing	Support with amendment	Publish publicly accessible maps to provide transparency as to where the opportunities for non-notified medium density development are provided for.  The Medium Density Residential Zone should be extended having regard to accessibility to a greater range of amenities including schools.	Accept in part
FS28.13	Kāinga Ora	Submission point 146.1	Support in part	Allow the submission in part.	Accept in part
FS29.1	McFlynn Surveying and Planning	Submission point 146.1	Oppose	Seek that the whole of the submission be disallowed.	Reject
147.1	V van Kampen	Medium Density Housing around Windsor Park	Oppose	Retain general residential zoning around Windsor Park.  Consider making 611 Windsor Avenue and the adjoining property character residential.	Accept in part
149.1	Whananaki Trust	Location of Medium Density	Oppose	Keep the proposed high density housing developments in the areas of Hastings that are the same type currently.	Reject
150.1	B Wilkinson	Spatial Extent	Oppose	That the proposed plan change is rejected in its current form, with a new proposal drafted with MRZ closer to the city centre so is walking distance from public amenities.	Accept
150.2	B Wilkinson	Objectives – MRZ-O1	Oppose	The plan change be amended so the MRZ is an area no more than 750m from the city centre.	Accept

## 2. ANALYSIS

- 2.1 The analysis of submissions under the topic 1, key issue 3 is undertaken with reference to the background report entitled "Preferred Scenario for the Medium Density Residential Zone" set out in Section 5 of the Introductory Report to this S42A report.

### **SUBMISSION POINT 005.2 (J.H. ARMSTRONG)**

- 2.2 The submitter seeks to have the Hawke's Bay Showgrounds used for housing. The National Policy Statement – Urban Development establishes a set of criteria for the intensification of housing. One of these is that the housing should be accessible to a range of commercial and community services. This site would not meet this criterion as it is not within the 400m walkable catchment criteria that is proposed for the Medium Density Residential Zone.

- 2.3 The Hawke's Bay Showgrounds is a community facility, and any future landuse would need to be considered as part of greenfield development proposals under the Future Development Strategy

**SUBMISSION POINT 012.1 (G CAMPBELL)**

- 2.4 The submitter disagrees that the spatial extent of the housing intensification should be limited to just a few areas of the city and considers that any piece of land that comes up and is suitable should be built on more intensively.
- 2.5 The district plan is a document that must provide for the sustainable development of the natural and physical resources of the district. This requires that all aspects of the environment must be carefully considered and that a balanced approach to the management of the resources must be achieved to enable the social, and economic wellbeing of the community to be met while safeguarding the resources for future generations.
- 2.6 The intensification of land does require a strategic approach to be taken so that the Council can match the growth needs of the district with the ability to service the sites. This is made all the more difficult when intensification is occurring in a haphazard manner. Refer to the reasoning for the proposed spatial boundary of the Medium Density Residential Zone in section 5 of the S42A introductory report.
- 2.7 The National Policy Statement – Urban Development signals that where land is intensified the ability to access a range of commercial and community services is an important criteria and the 400m walkable catchment to the central commercial area of the city is the means of achieving this.
- 2.8 The intensification of our urban environments is also a concept that the community needs to get used to and it is proposed that this should be transitioned towards rather than allowing it to occur anywhere all at once.

**WALKABLE CATCHMENTS**

**SUBMISSION POINTS 013.3, 013.4 (S CAMPBELL)**

- 2.9 The submitter believes that the use of a walkable catchment and accessibility to services should not be the criteria used for the Medium Density Residential Zone as it is discriminatory making it hard to be inclusive and available to all residents fairly.
- 2.10 The submitter makes the point "that the creation of a Medium Density Zone works in principle around the concept of people not having a car, thus needing to be within a specified distance from a shop or park. Yet residents in Hastings do not live a car free lifestyle." As a result, it is stated that the need for such a tight proximity for development is unnecessary and not likely to work. It is further stated in the submission that the very people that need to live close to commercial services etc (the elderly) are not compatible with the provision of 2-3 storey development.

**SUBMISSION POINT 034.7 (A GALLOWAY)**

- 2.11 The submitter supports the location of the Medium Density Residential Zone being close to public open spaces, transport, work and local shops.

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- 2.12 The boundary of the Medium Density Residential Zone is based on a 400 walkable catchment which meets the accessibility objectives of the NPS-UD being close to commercial activities and community facilities, and this continues to support the submitters submission point.

Further submission to A Galloway submission point 034.7

- 2.13 The submission point 034.7 from A Galloway was supported by **Residents of Kaiapo Road etc (FS19.19)**.

**SUBMISSION POINT 096.3 (M SMILEY)**

- 2.14 The submitter seeks that suburbs should be ring fenced for specific housing types – single houses, infill or low-rise housing, that the area around Stortford Lodge should be identified as suitable for low-rise apartments or housing and that 3-5 storey high development in the CBD for a mix of retail, office and apartments should be encouraged.

**SUBMISSION POINT 100.1 (TE KĀHUI WHAIHANGA)**

- 2.15 The submitter supports the zones identified as Medium Density Residential Zones as they are close to amenities. The submission is based on the extent of the Medium Density Residential Zone as notified under Plan Change 5.

**SUBMISSION POINT 101.4 (TE TUĀPAPA KURA KĀINGA, MINISTRY OF HOUSING AND DEVELOPMENT)**

- 2.16 The submitter seeks that rather than restrict the spatial application of the Medium Density Residential Zone due to infrastructure constraints, the adverse effects on the infrastructure networks capacity should be managed through an efficient consenting framework.

- 2.17 The submission point 101.4 was supported by **Development Nous (FS11.187)**

**SUBMISSION POINT 103.1 (TERRA NOVA GROUP)**

- 2.18 The submitter seeks a revision of the planning maps to provide a cohesive Medium Density Residential Zone around the Hastings CBD and commercial zonings, based on an evidential walkable catchment analysis.

- 2.19 The submission point 103.1 was opposed in part by **Waka Kotahi, New Zealand Transport Agency (FS08.7)** who submitted that a site-specific assessment to determine the suitability of the site for rezoning including the effects on the transport network should be undertaken.

**SUBMISSION POINTS 107.7, 107.8 & 107.9 (WAKA KOTAHI, NEW ZEALAND TRANSPORT AGENCY)**

- 2.20 The submitter seeks that further analysis be undertaken to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS-UD and reconsider the location and framework of the Comprehensive Residential Zone provisions.

**SUBMISSION POINT 122.1 (C BLACKBERRY)**

- 2.21 The submitter opposes the extent of the Medium Density Residential Zone and its inclusion in existing residential areas.



**SUBMISSION POINT 138.2 & 138.10 (P RAWLE)**

- 2.22 The submitter is seeking a review of the criteria from which the medium density boundary is established, as *“the planned 400-600m radius from a commercial zone would make most areas in residential Hastings open to medium density residential zoning.”*

**SUBMISSION POINT 143.1 (A SMITH, G SMITH & S TAYLOR)**

- 2.23 The submitters are seeking that there is greater clarity around the criteria for setting the boundaries of the Medium Density Residential Zone and submit that a 400m walking distance should be the criteria established.

**SUBMISSION POINT 146.1 (TW PROPERTY)**

- 2.24 The submitter seeks that the Medium Density Residential Zone should be extended to a wider spatial extent having regard to accessibility criteria and that the 600m criteria should be the standard.
- 2.25 The submission point 146.1 was supported in part by **Kāinga Ora (FS28.13)** who support the greater opportunity to provide for medium density housing.
- 2.26 The submission point 146.1 was opposed by **McFlynn Surveying and Planning (FS29.1)** who seek that the whole of the submission be disallowed.
- 2.27 As a Tier 2 local authority the Hastings District Council is required under the NPS-UD to specifically provide for intensification within its District Plan. In respect of the submission points 013.3 and 013.4 raised by S Campbell opposing walkable catchments, the NPS-UD sets out a policy framework for how we should be starting to think about providing for a residential development into the future. It is something of an education tool for our community and is aspirational. There is not an expectation that everyone will switch to more intensive housing immediately but that it is the way of the future so that we are providing and using our services such as roading, wastewater and stormwater more efficiently and possibly in a more affordable manner. The walkable catchment is part of the NPS-UD to meet objectives around accessibility. It ties in with one of the objectives of Waka Kotahi, New Zealand Transport Agency, which is to reduce the distance of vehicle kilometres travelled.
- 2.28 Plan Change 5 is part of the roadmap for moving towards greater levels of intensity within our existing boundaries. It is not considered to be discriminatory and in fact is designed to be inclusive. It is not a requirement for medium density residential development to be 2 or 3 storeys and Plan Change 5 aims to have a range of typologies within the zone to cater for all ages and stages.
- 2.29 A large number of submitters to Plan Change 5 are opposing intensification across the entire urban area or questioning the need for it all. However, the NPS-UD places a responsibility on the Council to provide for intensification and the NPS-HPL also requires that we should not be encroaching onto highly productive land unless there are no alternatives. Our current growth strategy (Heretaunga Plains Urban Growth Strategy) has objectives of a greater level of intensification within our urban boundaries and this is what we are transitioning towards.
- 2.30 To meet its obligations under the objective and policies of the NPS-UD the Council is required to make it easier for more housing to be built within its existing urban areas. It is required to do this by enabling increased density and height of buildings. The

extent of medium density is to be decided through the level of accessibility to services relative to the demand for housing and business in the location.

- 2.31 The application of a walkable catchment was not a methodology applied to Plan Change 5 as notified. This was largely due to the very real infrastructure limitations that were evident but not yet quantified at the time of preparing and notifying Plan Change 5.
- 2.32 Since notification Hastings District Council staff have completed the Infrastructure Constraints report which gives a much clearer picture of the state of infrastructure services and the ability to service medium density residential development in the various areas of the city. This identified significant wastewater capacity limitations across the Hastings urban area and Council is currently progressing with major capacity upgrade projects to address deficiencies at a network wide level.
- 2.33 This programme has been developed to ensure that significant investment in wastewater can be implemented strategically over time to meet our immediate and future growth demands in a more planned and co-ordinated way. The upgrade programme relies on consolidated growth through increasing capacity in targeted residential zones in Hastings, Havelock North and Flaxmere. Importantly it will ensure investment is aligned with Council's growth strategy rather than reacting in an ad-hoc and inefficient manner to growth pressures across all parts of the city.
- 2.34 This work has allowed staff to investigate methodologies for meeting the accessibility requirements under the NPS-UD. Walkable catchments are one of the better accepted criteria and Council staff applied a modified version of the Waka Kotahi, New Zealand Transport Agency's Vehicle Kilometres Travel programme model. The amendment acknowledges that in a provincial setting people would be unwilling to walk for 10-15 minutes to get public transport. A 5 minute walking distance to provide easy access to recreational, educational, employment and commercial facilities and services was considered an appropriate measure in the provincial context. A 400m catchment aligns with this 5 minute walking distance and will be applied from the Hastings CBD, and commercial zones along the main arterial routes of Heretaunga St and Karamu Road to create the new medium density residential zone extent. This approach gives a level of certainty for the landowner and the community that many submitters to PC5 are seeking. This catchment area also ties in well with Council's goal for every residence to be located within 500m of a park.
- 2.35 The boundaries of the 400m catchment have been amended to be mainly within the main arterial transport corridors and some adjustments have been made in the St Leonards area to harness the amenity of St Leonards Park and to align with work undertaken on the priority Local Area Plan boundary. This option has been mapped and is identified as Scenario 2B. A copy of the scenario map can be seen in Appendix 5. This is one of the options to have been modelled by Market Economics to ensure that the capacity requirements of the NPS-UD can be met and results show that it provides sufficient capacity to meet growth needs for the long term including the competitiveness margin. This means that growth needs over the 30 year long term period can be met without the need for any greenfield growth, and confirm that the spatial extent of zone is more than sufficient to meet the requirements of the NPS-UD. Greater detail on the scenario modelling can be found in Section 5 of this introductory report and in Appendix 6.

- 2.36 The 400m walkable catchment is also applied to the Flaxmere and Havelock North town centres to create the zone extent in these locations.
- 2.37 The wastewater upgrades discussed above will support the new 400m catchment for the Medium Density Residential Zone.
- 2.38 It is considered that the proposed new boundary for the Medium Density Residential Zone is a logical and well-defined boundary that meets the accessibility objectives of the NPS-UD and provides certainty to landowners and the community. It has also been proven that it is of sufficient area to provide for the growth needs of Hastings with the margins required under the NPS-UD and will enable the Council to deliver the required infrastructure in a staged and affordable manner.
- 2.39 Further background on Plan Change 5 can be found in Section 4 and 5 of the introductory report and the catchment methodology is detailed in Appendix 4.
- 2.40 In relation to the submission of **M Smiley (096.3)** seek that suburbs be ring fenced for certain housing types, it is considered that the adoption of a consolidated Medium Density Residential Zone based on the 400m walkable catchment as proposed by Scenario 2B provides certainty to the community and meets the accessibility criteria to commercial facilities and services that suburbs ring fenced for specific housing types may not.
- 2.41 The ability to provide for low rise apartments with a mix of retail office and apartments as suggested by the submitter is already provided for in the central commercial zone of the city.
- 2.42 In respect of the **Terra Nova Group submission 103.1** supporting the inclusion of the medium density zone based on a 400m catchment around the CBD and transport corridors, it is noted that in relation to the submitters site in Wolseley Street, it is within the 400m walkable catchment of the proposed Medium Density Residential Zone.
- 2.43 **Waka Kotahi, New Zealand Transport Agency (FS08.7)** oppose the submission of Terra Nova in part stating that a site-specific assessment to determine the suitability of the 221 Wolseley Street site for rezoning including the effects on the transport network should be undertaken ahead of any rezoning. The Council has undertaken an Infrastructure Constraints Report which includes consideration of the impacts of Plan Change 5 Medium Density Residential zoning. This shows that the transport network is highly reliant on private vehicle use and there is a need for an increased level of sustainable transport modes. The Long-Term Plan has the development of sustainable transport as one of its principal goals. A walking and cycling network development strategy is part of the Hastings District Council's work programme to provide alternatives to the high use of private vehicles.
- 2.44 This site is within the 400m catchment proposed for the medium density residential zone and is likely to directly benefit from the walking and Cycling Strategy. Furthermore, it has a secondary access to Grove Road which lessens the direct impact onto SH51.
- 2.45 **TW Property submission 146.1** requests a wider spatial extent of the zone and a 600m catchment is suggested by the submitter. Such a catchment would almost provide for medium density residential development across almost the entire Hastings City residential environment.

- 2.46 The modelling carried out by Market Economics shows that intensification over a wider, area such as the 600m proposed in the submission, would potentially result in less efficient and more costly infrastructure delivery. It would also potentially zone more land than is needed to meet the needs of District over the next 30 years. This could undermine the benefits of a compact zone in respect of enhancing the vibrancy of existing commercial centres.

**SUBMISSION POINT 016.1 and 123.1 (CLIFTON BAY LTD)**

- 2.47 The submitter seeks to have 2.7ha of land at 380 Clifton Road Te Awanga rezoned to Medium Density Residential Zone to allow for comprehensive residential development of the site. For reasons including that the site has an LUC7 classification making it preferable to development on LUC1-3 land and that it is close proximity to employment and amenity and community facilities.
- 2.48 Plan Change 5 has been promulgated within the boundaries of the existing Hastings, Havelock North and Flaxmere residential zones. Consideration of any intensification outside of these zones is not within the scope of the plan change. The correct process for the consideration of the future growth of the Te Awanga area is through the Future Development Strategy. There will be opportunity for submissions on the draft Future Development Strategy in June of this year.
- 2.49 **Further Submission to Clifton Bay Ltd submission point 016.1**
- 2.50 The submission point 016.1 from Clifton Bay Ltd was opposed by Waka Kotahi, New Zealand Transport Agency (FS08.6) as there has been no site-specific assessments undertaken by Clifton Bay Ltd to ensure that the proposal will meet the requirements of the NPS-UD. This is a valid point however the submission from Clifton Bay is, in the event, out of scope.

**SUBMISSION POINT 020.5, (J COWMAN)**

- 2.51 The submitter identifies the Hawke's Bay Racecourse as a suitable site for the building of new housing. It is stated that this would avoid the need for ruining the surroundings and living conditions for people who live in the proposed medium density areas.
- 2.52 The boundaries of the Medium Density Residential Zone have been established based on accessibility objectives set down under the National Policy Statement – Urban Development. A 400 metre walkable catchment has been identified as an appropriate boundary for the Medium Density Residential Zone and the Hawke's Bay Racecourse falls outside of this area. The Hawke's Bay Racecourse is already zoned residential in the District Plan and this would allow for residential opportunities should the owners wish to pursue it.

**SUBMISSION POINTS 041.1 and 041.2 (HERETAUNGA TAMATEA SETTLEMENT TRUST)**

- 2.53 The submitter seeks as primary relief a plan change (or a resource consent for the subdivision of land which can't be dealt here but is discussed further below) to allow for medium density residential development in appropriate and well-suited areas such as their site/s which sit on the periphery of Flaxmere. Two alternatives are suggested, which results in similar outcomes. General amendments rather than specific amendments are sought. A second primary submission point seeks the rezoning of this land for medium density purposes.

- 2.54 This site is currently zoned Plains Production and identified in Appendix 1 of the Hastings District Plan as an HPUDS identified area. It is however not included in Appendix 2, as an area that may meet Greenfield Needs within the Life of the Plan. This site is referred to as Irongate York in HPUDS but is now referred to as Wairatahi.
- 2.55 Recently a combined subdivision and landuse consent was [granted](#) for Wairatahi by the Environmental Protection Authority (EPA) under the Covid-19 (Recovery) Fast Track Consenting Act 2020. The approved development is akin to a medium density zoning, with the inclusion of up to 461 residential dwellings, a neighbourhood centre, community centre and gardens and connected green spaces.
- 2.56 Plan Change 5 has been promulgated within the boundaries of the existing Hastings, Havelock North and Flaxmere residential zones. Consideration of any intensification outside of these zones, which is the case with this submission is not within the scope of Plan Change 5. The intention is that a separate plan change for this site follow on from the resource consent. This is considered the appropriate process for further considering Wairatahi and the details sought in the submission.

#### **CORNWALL PARK AND MAHORA AREA**

##### **SUBMISSION POINT 011.2 (B & C BUCKERELL)**

- 2.57 The submitters raise the issue of the character zoning that applies to the York Street area and believe that medium density residential development is not compatible with the character of the area.

##### **SUBMISSION POINT 048.1 (S HORROCKS)**

- 2.58 The submitter is opposed to the boundary of the Medium Density Residential Zone as applied to the Mahora area under Plan Change 5 and particularly in relation to the Cornwall Park area. It is stated that the surrounding homes complement and provide a suitable setting to the park, and it would be detrimental to both the Council and landowners to change the zoning to Medium Density Residential.

##### **SUBMISSION POINT 051.1 (P KAY)**

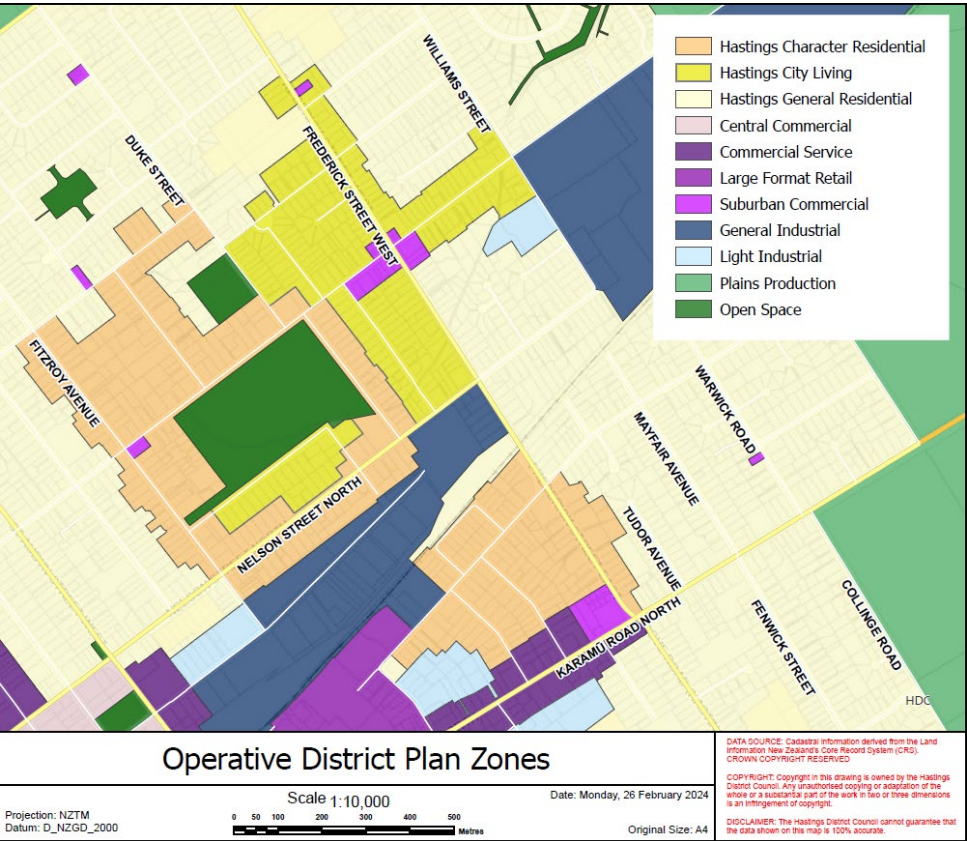
- 2.59 The submitter is also concerned about the effect of a Medium Density Residential Zone on the ambience and reputation of Cornwall Park and seek that areas bordering Cornwall Park be deleted from the Medium Density Residential Zone and joined with the surrounding Character Residential zone.
- 2.60 **P Kay (051.1)** states in their submission that *"I am concerned about the ad hoc zoning around Cornwall Park. This park is one of the jewels in the crown of Hastings and whilst there is some character residential zoning, my suggestion is to make the areas adjacent to the park along Fitzroy and Nelsons Streets easier to fit the character of the surrounding residential area. This should not include medium density residential zoning. My main concern is the potential to alter the ambience, attraction and reputation of Cornwall Park."*
- 2.61 This submission requests the following *"that the areas bordering Cornwall Park, along Nelson Street north, Roberts St and Fitzroy Ave be deleted from the medium density residential zoning and joined with the surrounding character residential*

*zoning. My preference would be to do the same with Cornwall Road and Tōmoana Road also, then the park will retain its integrity and future proof its iconic reputation".*

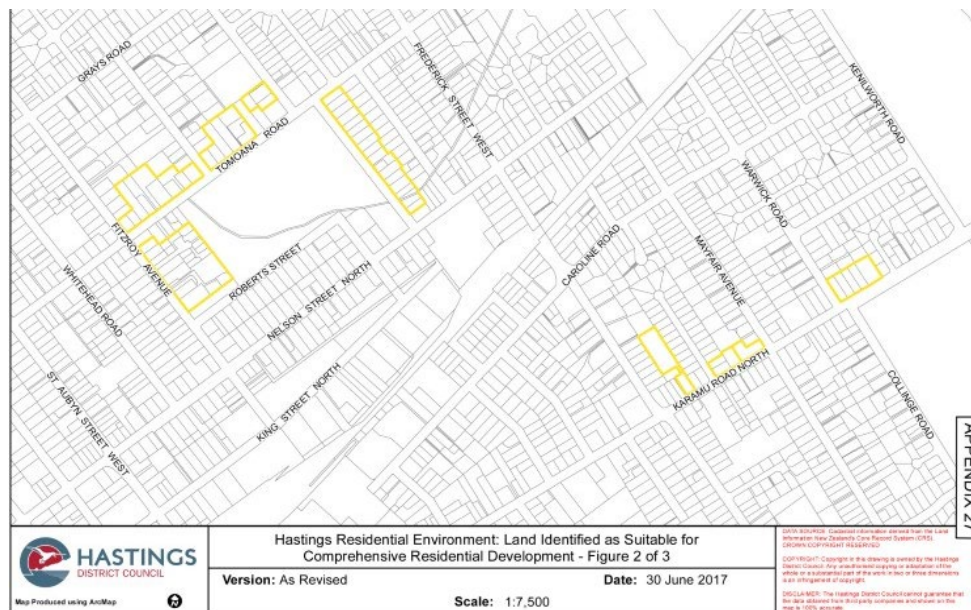
- 2.62 The operative district plan identifies a significant proportion of the streets surrounding Cornwall Park as a Residential Character zone with Roberts Street on the southeastern side of the park being zoned for medium density development under the operative City Living Zone. The majority of Roberts Street and about 8 sites along Nelson Street North are currently zoned for medium density housing through the existing City Living Zone provisions. This was put in place as part of the 2015 District Plan review. The character of these sites is one of existing multi-unit development, primarily single storey but some two storied dwellings are set in behind the single storey front units. Single houses on a site are the minority in this area with at least 5 sites accommodating 4 units and approximately 11 others accommodating two and three units. Multi-unit development is therefore the predominant characteristic of the area. The characteristics of this area are further confirmed by the submission of **C G Shaw (092)** stating "*Roberts St is already a medium density residential area with the majority of sections with 2, 3 and 4 units*".
- 2.63 Northeast of Cornwall Park surrounding the suburban commercial zone at Mahora, residential properties are zoned for medium density development through the operative provisions of the City Living Zone (see the zoning map below). This zoning framework was established in 2015 as part of the then District Plan review.
- 2.64 In respect of this existing City Living Zone area of Mahora it is proposed to be retained as medium density residential zone given that this area is within 400m of the existing Mahora suburban commercial zone which offers a high level of service in relation to commercial activities and community services.
- 2.65 The operative provisions of the Character Residential Zone provide for comprehensive residential development with strict assessment criteria to ensure that any infill development retains the character of the zone. The extent of the sites within the character zone to which these provisions apply is set out in Appendix 27 of the District Plan (shown in the map below).
- 2.66 Under Plan Change 5 it was proposed to identify these specific character residential zone properties as part of the Medium Density Residential Zone which would have resulted in a much easier pathway for intensive residential development.
- 2.67 It is accepted that further consideration needs to be given to relationship of identified character areas and medium density objectives. This will be an additional tranche of work outside of the Plan Change 5 process and incorporated into a review of the Character Residential zone undertaken as part of the rolling review of the District Plan.
- 2.68 The current Residential Character Zone will remain in place until that work is undertaken. Such a review would include consultation and engagement with the community.
- 2.69 Maps



Section 42A Report for Plan Change 5: Right Homes, Right Place  
Topic 1, Key Issue 3 – Spatial Extent of Medium Density Residential Zone / Planning Maps



Section 42A Report for Plan Change 5: Right Homes, Right Place  
 Topic 1, Key Issue 3 – Spatial Extent of Medium Density Residential Zone / Planning Maps



#### **SUBMISSION POINT 120.1 (J H ARMSTRONG)**

- 2.70 Submission point 120.1 (J H Armstrong) requests their street (Mairangi St, Mahora) is left as it is – quiet and stressless for older residents. Mairangi Street is currently zoned City Living zone under the Operative District Plan and therefore medium density development is already provided for within this zone. As such the zoning of this area is proposed to be included in the Medium Density Residential Zone as it is within 400m of the Mahora suburban commercial zone which offers a high level of service in terms of commercial and community activities and services.

#### **MAYFAIR**

#### **SUBMISSION POINT 086.1 (R & B SANDERS)**

- 2.71 Submission point 086.1 (R & B Sanders) requests not allowing the development of the Stead site at Fenwick Street.
- 2.72 Fenwick Street is just outside of the 400m catchment of the Hastings CBD and commercial service zones and will therefore be recommended to retain its current General Residential zoning. However, it is noted that the general residential zoning of the Fenwick Street site does not preclude residential development and infill development will still be able to occur in accordance with the development outcomes sought for the zone (a density of 1 residential dwelling per 350m<sup>2</sup> of net site area). Development proposals seeking higher densities will be considered as discretionary activities.

#### **WINDSOR PARK AREA**

#### **SUBMISSION POINT 135.5 (J McINTOSH)**



Section 42A Report for Plan Change 5: Right Homes, Right Place  
 Topic 1, Key Issue 3 – Spatial Extent of Medium Density Residential Zone / Planning Maps

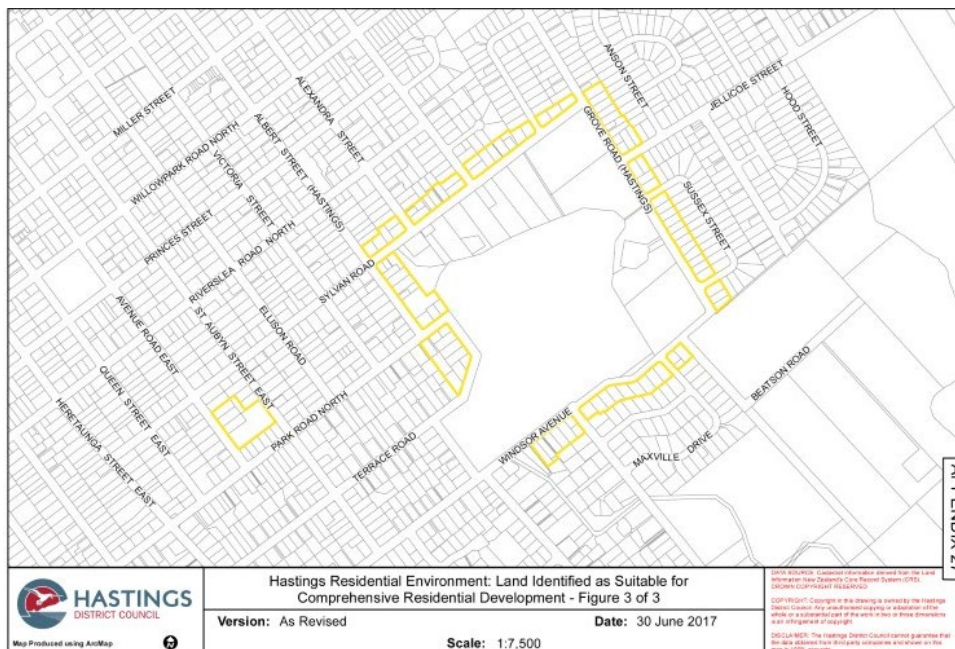
- 2.73 The submitter seeks that a character zone be applied to the that part of Windsor Avenue from Ada Street to Karamū High School.

**SUBMISSION POINT 147.1 (V van KAMPEN)**

- 2.74 The submitter seeks that the General Residential Zone around Windsor Park be retained and that consideration be given to making 611 Windsor Avenue and the adjoining property character residential.

**SUBMISSION POINT 121.1 (J BARDEN)**

- 2.75 Submission point objects to high density in the general residential area of 1203/1205 Ada St near Windsor Park.
- 2.76 The area around Windsor Park was identified as suitable for medium density housing as part of the Hastings Urban Issues and Urban Design Framework workshops in 2009 / 2010. In the 2015 plan review this area was included in the Appendices to the District Plan (Appendix 27 see below) as an area suitable for comprehensive residential development. As part of Plan Change 5 as notified this area is proposed to be rezoned to Medium Density Residential Zone.



- 2.77 The amenity that Windsor Park provided was a key component that was considered to support medium density housing in this area. However, in consideration of the requirements of the NPS-UD and the distance of this area from the amenity and services of the Hastings CBD and main commercial centres, along with the preferred scenario for the medium density residential zone outlined in the Section 5 of this introductory report, it is recommended that this area retain its current General Residential zoning. The boundaries of the proposed MDRZ can be seen in Appendix 7.

- 2.78 While some character zones are impacted by the proposed Medium Density Residential Zone, Plan Change 5 does not make any changes to the character provisions in the district plan nor are there any proposals to add to the extent of the character areas. As a result, this part of the submission is out of scope of the plan change and cannot be considered.
- 2.79 It is however intended to undertake a separate review of the character areas of the city through the rolling review of the District Plan and this could consider whether there are any further areas worthy of inclusion as part of that review.
- 2.80 It is noted that development and infill housing will still be able to occur within the General Residential Zones in accordance with the planned urban built form environment which includes a density of 1 residential building per 350m<sup>2</sup>. Development proposals seeking higher densities will be considered as discretionary activities.

**SUBMISSION POINT 050.1 (KĀINGA ORA)**

- 2.81 The submitter seeks to have the Medium Density Residential Zone applied to the full extent of the Hastings General Residential Zone and City Living Zone and that the Medium Density Residential Zone be applied to an 800m walkable catchment from the Flaxmere and Havelock North town centres.
- 2.82 The submitter states *"that the up-zoning of the existing sites identified for comprehensive residential development in appendix 27-29 of the plan results in 'spot zoning' of the Medium Density Zone amongst the General Residential Zone environments. Kāinga Ora oppose this methodology and spatial application as this will compromise the ability of the District Plan to deliver a clear and logical zoning outcome across the urban environment.*
- 2.83 *The methodology proposed by Plan Change 5 to allow for comprehensive residential development on residential sites within 400-600m of a bus stop open space and/or a commercial zone is opposed as this puts the onus of demonstrating compliance for qualification of a CRD onto the resource consent process ..... and the value range of 400-600 creates uncertainty for the landowner and the community on whether the site would qualify."*
- 2.84 The application of a walkable attachment was not a methodology applied to Plan Change 5 as notified. This was largely due to the very real infrastructure limitations that were evident but not yet quantified at the time of preparing and notifying Plan Change 5.
- 2.85 Since notification Hastings District Council staff have completed the Infrastructure Constraints report which gives a much clearer picture of the state of infrastructure services and the ability to service medium density residential development in the various areas of the city. This allowed staff to investigate methodologies for meeting the accessibility requirements under the NPS-UD. Walkable catchments are one of the better accepted criteria and Council staff applied a modified version of the Waka Kotahi, New Zealand Transport Agency's Vehicle Kilometres Travel programme model. The amendment acknowledges that in a provincial setting people would be unwilling to walk for 10-15 minutes to get public transport. A 5 minute walking distance to provide easy access to recreational, educational, employment and commercial facilities and services was considered an appropriate measure in the provincial context. A 400m catchment aligns with the measure of accessibility in the

provincial context and gives the level of certainty for the landowner and the community that Kāinga Ora seeks in their submission. This catchment also ties in well with Council's goal for every residence to be located within 500m of a park.

- 2.86 The 400m catchment has been amended to be mainly within the main arterial transport corridors and some adjustments have been made in the St Leonards area to harness the amenity of St Leonards Park and to align with work undertaken on the priority Local Area Plan boundary. This option has been mapped and is identified as Scenario 2B. A copy of the scenario map can be seen in Appendix 5. This is one of the options to have been modelled by Market Economics to ensure that the capacity requirements of the NPS-UD can be met and results show that it provides sufficient capacity to meet growth needs for the long term including the competitiveness margin. Greater detail on the methodology and scenario modelling can be found in the Appendices 4 and 6 to this report.
- 2.87 It is considered that the new proposed boundary for the Medium Density Residential Zone is a logical and well-defined boundary that meets the accessibility objectives of the NPS-UD and provides certainty to landowners and the community. It has also been proven that it is of sufficient area to provide for the growth needs of Hastings within the margins required under the NPS-UD and will enable the Council to deliver the required infrastructure in a staged and affordable manner.

**Further submissions on Submission point 050.1 Kāinga Ora**

- 2.88 The submission point 050.1 from Kāinga Ora was supported in part by **Development Nous (FS11.7)** who seek that the submission be allowed to the extent that those parts of the submission align with the points raised in their own relief.
- 2.89 The Kāinga Ora submission is allowed in part in that an extended Medium Density Residential Zone based on a 400m walkable catchment is recommended. This recommendation is closely aligned with the relief sought in the Development Nous submission refer to Topic 1, Key Issue 2 of this report on submission point 025.1.
- 2.90 The submission point 050.1 from Kāinga Ora was opposed by **M Reid (FS16.1)** who seeks that the number of areas proposed for medium density housing along Porter Drive in Havelock North be reduced including the Havelock North Bowling Club, for reasons of existing traffic congestion and poor water management infrastructure along Campbell Street and Porter Drive.
- 2.91 Medium density residential development is an important methodology for meeting national policy direction on the protection of our highly productive land and also to meet requirements for more intensive development under the National Policy Statement – Urban Development. The Porter Drive area meets the accessibility criteria set down in the NPS-UD as it is immediately adjacent to commercial retail and community services which forms part of the criteria for where medium density should be established. Traffic management is an important consideration of any development and the road asset team recognise the importance of Porter Drive and the important function that it fulfils in the Havelock North network and will continue to monitor the effects on the network as development occurs. The water upgrades for Havelock North are part of the city wide upgrades and will cater for all new development.
- 2.92 The submission point 050.1 from Kāinga Ora was opposed by **Residents of Kaiapo Road etc (FS19.27)** who seek that the submission be disallowed as it is far too broad

and far reaching. The Hastings District Council has carefully considered the submission of Kāinga Ora against the ability to provide services, the requirements under the NPS-UD to provide for our growth through intensification, and the need to provide certainty to the community. As a result, it is proposing a 400m walkable catchment from the city centre in Hastings and the town centres in Flaxmere and Havelock North.

- 2.93 The submission point 050.1 from Kāinga Ora was opposed by **Surveying the Bay (FS031.2)** who feel that the Kāinga Ora approach would make it very difficult to plan for infrastructure and prefer the 600m radius approach. While there was reference to a 400-600m catchment under Plan Change 5 the Hastings District Council has carefully considered the submission of Kāinga Ora against the ability to provide services, the requirements under the NPS-UD to provide for housing growth through intensification, and the need to provide certainty to the community. As a result, it is proposing a 400m walkable catchment from the city centre in Hastings and the town centres in Flaxmere and Havelock North.

## **BROOKVALE NEW URBAN DEVELOPMENT AREA**

### **SUBMISSION POINT 053.1 (LANDSDALE DEVELOPMENT)**

- 2.94 The submitter seeks that the Landsdale (and associated entities) land at Brookvale be identified as a medium density growth area to provide for future development growth. The reasoning given is *"so there remains flexibility in how they choose to develop the land to ensure they can properly accommodate changing market demand and choice in response to market forces over time."*
- 2.95 The Brookvale area was identified as a greenfield growth area in the Heretaunga Plains Urban Development Strategy 2010(HPUDS). The area was expanded as a result of submissions to the HPUDS review in 2017 and the structure plan and rezoning was undertaken by means of a mediated agreement on an appeal to the Environment Court through the District Plan review process. The growth model adopted under HPUDS was moving towards a greater level of intensification within the existing urban boundaries and a reduction in greenfield development over the life of the strategy.
- 2.96 One of the objectives of HPUDS was also to achieve a greater level of density within greenfield developments to ensure that the land is used more efficiently. The objective was to encourage an increase of density from 12 to 15 dwellings per ha. As a result, comprehensive residential development (defined as *"comprising 3 or more residential dwellings at a density of 20-40 dwellings per ha of land and incorporating an overall integrated design of buildings infrastructure and landscape"*) has been provided for within the rules for the Brookvale structure plan area, as a restricted discretionary activity.
- 2.97 While the Brookvale area does provide for an element of medium density residential development by means of comprehensive residential development, the submission seeks to have the medium density zoning applied to this land. The submissions received on Plan Change 5 have given a clear message that a large section of the community seek to have certainty on where medium density can occur. For this reason, a clear methodology based around the accessibility criteria under the NPS-UD has been adopted for the medium density zone. Walkable catchments are one of

the better accepted criteria and Council staff have applied a modified version of the Waka Kotahi, New Zealand Transport Agency's Vehicle Kilometres Travel programme model. It is considered that a 400m walkable catchment aligns with the measure of accessibility in the provincial context.

- 2.98 The Brookvale area is approximately 1.4 kilometres in distance from Karanema Drive which is the boundary of the Business Centre Zone. This is not within the notified medium density zone or the proposed 400m walkable catchment and to include the Brookvale area in the Medium Density Residential Zone would be at odds with this methodology. Furthermore, there is no commercial zone or node provided for within the Brookvale structure plan so future accessibility to these services would not meet the NPS-UD criteria. In addition, a medium density residential zoning placed across the entire area would result in servicing constraints that have not been planned for in the context of greenfield development with a component of comprehensive residential development.
- 2.99 Notwithstanding the above, it is recognised that greenfield areas present good opportunities to achieve well designed higher density residential neighbourhoods where these are planned comprehensively and include commercial services, public parks and access to active and public transport networks along with sufficient infrastructure provision. In the case of Brookvale, the operative and as notified versions of the district plan provide for higher densities in the General Residential zone rule table through CRD activities. It is recommended that this CRD development pathway be retained for Brookvale and that the performance standards and assessment criteria for these activities be the same as those within the MDRZ.
- 2.100 While the provisions allow for a component of development at Brookvale to be at medium density level, for the reasons outlined above, a Medium Density Residential Zone across the entire Brookvale structure plan area is not appropriate.

## **GREENFIELD AREAS**

### **SUBMISSION POINT 040.7 (L. HERBERT)**

- 2.101 The submission of Lois Herbert has requested that medium density development should only occur on greenfields land, not within the existing General Residential Zone. Whilst the purpose of this Plan Change is to provide residential intensification, specifically in areas with high accessibility as directed through Policy 5 of the NPSUD, it is agreed that future urban greenfield developments should aim for higher densities than previously achieved. The density of new greenfields areas will be more specifically addressed through the Future Development Strategy and specific structure planning work, rather than through Plan Change 5.

### **SUBMISSION POINT 064.3 (E MILLAR)**

- 2.102 The submitter opposes the Medium Density Residential Zone as notified under Plan Change 5 and proposes that outlying areas be considered, particularly at Havelock North and Flaxmere.

### **SUBMISSION POINT 068.2 (B NICOLL)**

- 2.103 The submitter suggests that the Council "should consider the use of the new Frimley extension, Parkvale east new housing development, Havelock North (Brookvale and

*Bull[s] Hill) Flaxmere (Caernarvon Drive, Kirkwood Rd) are all ideal areas to site townhouses, duplexes and terraced housing".*

**SUBMISSION POINT 086.1 (R & B SANDERS)**

- 2.104 The submitter requests looking at the areas on the outskirts of the urban area as well as Clive and Havelock North.

**SUBMISSION POINT 129.2 (B FYFE)**

- 2.105 Submission point 192.2 (B Fyfe) questions why land for medium density can't be utilised on the outskirts of Hastings away from existing communities.
- 2.106 These submission points are all in a similar vein that suggest intensive development should be provided for in greenfield areas on the outskirts of the city rather than in the more established zones. While it is acknowledged that the densities of new urban development areas or greenfield areas will need to increase, these areas often do not include sufficient commercial services to support medium density development across their entirety. Where structure plan areas include a sufficient level of commercial and community services then more density can be enabled. This however should be considered on a case by case basis and addressed as part of the structure planning process and at the time of the rezoning of the land for urban development.
- 2.107 The accessibility criteria outlined in the objectives and policies of the NPS-UD means that the Medium Density Residential Zone must have easy access to recreational, educational employment and commercial services and that these are primarily provided for within the Central Business areas of Hastings and the main commercial areas of Havelock North and Flaxmere. Waka Kotahi, New Zealand Transport Agency has developed a model which links accessibility to walkability. In the context of a provincial environment, it is considered that 400m is a walkable catchment for access to these facilities and amenities. Most of the areas suggested by the submitter as alternatives for a medium density zone are outside of this 400m walkable catchment and are at a much greater distance from commercial and community services. They would therefore not meet the accessibility criteria that is required under the NPS-UD.
- 2.108 Notwithstanding, it is acknowledged that densities within outlying greenfield areas will need to increase to use land as efficiently as possible to protect the productive capacity of land surrounding the City. Through the structure planning process for each area a comprehensive and integrated approach to the planning of these new neighbourhoods will enable an increase in residential densities in these areas.
- 2.109 The Clive area is not considered for medium density in this plan change as it is a significant distance from the main urban centres of the District being Hastings, Havelock North and Flaxmere.

**HAVELOCK NORTH**

**SUBMISSION POINT 067.1 (G NEILL)**

- 2.110 The submitter seeks that the Medium Density Residential Zone not be applied in relation to Chambers Street and Duart Road and the residences in between, due to



the effect on the character of this part of village and impacts on infrastructure and amenity.

**SUBMISSION POINTS 080.3 (M REID)**

- 2.111 The submitter requests that the proposed medium density residential zone areas be reduced along Porter Drive for reasons of traffic congestion. The submitter states that the area is already heavily congestion and medium density development in this area will increase this posing a danger to children walking to and from school. The traffic congestion component of this submission is considered separately under Topic 6, Key Issue 2, the analysis below considers the extent and location of the proposed medium density residential zone in Havelock North.
- 2.112 A further submission to M Reid from the Ministry of Education (FS05.1) requests that Council considers the effects the proposed intensification will have on the safety of the road network by providing for active mode users with safer walking and cycling facilities, particularly around schools. This further submission is considered in topic # General Traffic and Parking Concerns.
- 2.113 As a Tier 2 local authority the Hastings District Council is required under the NPS-UD to specifically provide for intensification within its District Plan. It is required to do this by enabling increased density and height of buildings. The extent of medium density is to be decided through the level of accessibility to commercial and community services relative to the demand for housing and business in the location.
- 2.114 What this means is that the Medium Density Residential Zone must have easy access to recreational, educational, employment and commercial services and that these are primarily provided for within the Central Business area of Hastings and the main commercial areas of Havelock North and Flaxmere. Waka Kotahi, New Zealand Transport Agency has developed a model which links accessibility to walkability. In the context of a provincial environment, it is considered that 400m is a walkable catchment for access to these facilities and amenities.
- 2.115 It is proposed to apply this 400m walkable catchment as an appropriate boundary for the Medium Density Residential Zone. This includes the township of Havelock North. Further explanation of the need for this zone and the approach to the plan change is provided in Section 5 of the section 42a Introductory Report.
- 2.116 The alternative options for the extent of the Medium Density Residential Zone and the reasons for adopting this option are outlined in the Section 32AA Report (Appendix 3).
- 2.117 The summary reason is that the Council has an obligation to provide for intensification under the NPS-UD but the reality is that the provision of infrastructure across the urban areas of the district in an unplanned and unintegrated manner exposes the Council to considerable levels of financial risk. The 400m walkable catchment has been adopted to provide certainty to both Council as service provider and the landowner and it has also been modelled to ensure that it will provide sufficient capacity to meet growth needs identified under the Housing Capacity Assessment.
- 2.118 Applying the 400m walkable catchment to the Havelock North commercial centre will include the area identified by both submitters in the Medium Density Residential Zone. It is noted that this area does sit outside of the Havelock North Character

Residential Zone. While intensification will have an impact on the existing character of the zone inclusion of this area will assist in providing for the growth needs of Havelock North in a sustainable and integrated manner.

- 2.119 In respect of the concerns raised by M Reid, it is acknowledged that congestion will likely increase as a result of medium density development along Porter Drive and around the main commercial centre of Havelock North. However, to align with the NPS-UD the most appropriate location for this type of development is within walking distance of these main centres. Managing traffic congestion will be important however, and it is proposed to add assessment criteria to ensure that congestion, safety and transportation effects are considered as part of the evaluation of proposed medium density developments to ensure any potential adverse effects on the safe and efficient operation of the transportation network including the safety of active transport network users can be addressed.
- 2.120 The submission point 067.1 from G Neill was supported by **G Neil (FS06.1)** for the reason that the application of the Medium Density Residential Zone to this area will result in a loss character and a strain on infrastructure and amenities.
- 2.121 The NPS-UD does require the Hastings District Council to provide of intensification and the application of a 400m walkable catchment is a logical and defendable boundary for the Medium Density Residential Zone. Any medium density residential zone will over time, alter the character of an area but this need not be at the cost of amenity which will be safeguarded by applying the key design elements of the Medium Density Design Framework to developments.

**SUBMISSION POINT 070.1 (P NOTTINGHAM)**

- 2.122 The submitter seeks that the Medium Density Residential Zone be extended to include all of the areas around the existing commercial hubs and open space areas. The submitter also seeks that the suburban commercial zones be extended and that new ones be added particularly in Havelock North.
- 2.123 The National Policy Statement – Urban Development (NPS-UD) directs Council to provide for intensive development that is commensurate with the level of accessibility to a range of commercial activities and community services or relative demand for housing and business use in that location. Given the relatively low levels of accessibility to public transport in the suburban environments walkable catchments are one of the better accepted criteria for accessibility to commercial activities and services. Council staff have applied a modified version of the Waka Kotahi, New Zealand Transport Agency's Vehicle Kilometres Travel programme model. The amendment acknowledges that in a provincial setting people would be unwilling to walk for 10-15 minutes to get public transport. A 5 minute walking distance to provide easy access to recreational, educational, employment and commercial facilities and services was considered an appropriate measure in the provincial context. A 400m catchment aligns with the measure of accessibility in the provincial context and gives a level of certainty for the landowner and the community. This catchment also ties in well with Council's goal for every residence to be located within 500m of a park.
- 2.124 A large number of submitters to Plan Change 5 are opposing intensification across the entire urban area or questioning the need for it all. However, the NPS-UD places



a responsibility on the Council to provide for intensification and the NPS-HPL also requires that we should not be encroaching onto highly productive land unless there are no alternatives. Our current growth strategy (Heretaunga Plains Urban Growth Strategy) has objectives of a greater level of intensification within our urban boundaries and this is what we are transitioning towards.

- 2.125 The submissions on Plan Change 5 have made it clear that we need a Medium Density Residential Zone that meets the criteria of the NPS-UD but also provides certainty for the community on where they can expect intensive development and where Council can provide infrastructure in an efficient and affordable manner. The Medium Density Residential Zone must also be able to provide for the growth needs of the district. The 400m walkable catchment scenario has been modelled for its ability to meet the growth needs over the next 30 years and it is able to do so without the need for any greenfield growth. The model shows that allowing for intensive development across the wider urban area results in a lower number of feasible dwellings.
- 2.126 The second part of the submission relates to the extension of suburban commercial zones and adding new ones, particularly in Havelock North. The Business Capacity Assessment that was completed by Council in 2022 to meet its responsibilities under the NPS-UD shows that there is more than sufficient commercial capacity within Hastings. Furthermore, the extent of commercial zones was not part of Plan Change 5 as notified and therefore the submission point is considered out of scope of the plan change.

**SUBMISSION POINT 072.1 (ODERINGS NURSERIES CHCH LTD)**

- 2.127 The submitter seeks the inclusion of a site comprising 53, 55 and 57 Brookvale Road Havelock North as a limited expansion zone within the proposed Medium Density Residential Zone and any consequential changes that may be required as a result of that inclusion.
- 2.128 Submissions received on PC5 have given a clear signal that large sections of the community are not supportive of intensification across the urban area. As stated in the submission at the time of notification of PC5 the Hastings District Council was undertaking a study on the infrastructure constraints within the urban boundary. The uncertainty around the capacity of existing infrastructure to meet the demand of medium density residential development led the Council to adopt a conservative approach for the extent of the Medium Density Residential Zone.
- 2.129 Since this time the Infrastructure Constraints Report has been completed and it is clear that the provision of medium density residential development that is not consolidated and unable to integrate with infrastructure that is capable of providing for intensive development is not the model that we should be adopting. This has been reinforced by the modelling work done by Market Economics, where they state “a high level of urban coverage (providing for intensification everywhere) can potentially diminish the focus on concentrated growth around key nodes/centres). Furthermore “if intensification provisions are too widespread, the ability to provide infrastructure efficiency might be reduced and it may in fact lead to increased costs to deliver infrastructure.”
- 2.130 While the submitter is not suggesting that the Medium Density Residential Zone should apply to the wider residential environment surrounding the site, matters of scope need to be considered. Plan Change 5 was notified within the boundaries of

the existing Hastings, Havelock North, and Flaxmere residential zones. The Oderings site is zoned Plains Production and as such any intensification within this zone is not considered to be within the scope of the plan change.

- 2.131 It is considered more appropriate that performance standards and structure plan implementation for a development of this nature under the Havelock North General Residential Zone is established through a plan change process.

**SUBMISSION POINT 100.2 (TE KĀHUI WHAIHANGA)**

- 2.132 The submitter raises concerns about the effects on properties that adjoin the Medium Density Residential Zone and suggests that a fringe area be created where the performance standards could transition between the Medium Density Residential Zone and the General Residential Zone.
- 2.133 The creation of transitional zones is somewhat problematic as this would be unlikely to fit with the new national planning standards framework that aims to ensure a nationally consistent structure for district plans.
- 2.134 A more appropriate approach is to ensure that the performance standards that apply are appropriate for medium density residential development that adjoins the general residential zone. There have been a number of submissions on the height of buildings in the Medium Density Residential Zone and recommendations under Topic 4, Key Issue 2 of the Officers report are for a cap of the maximum height of buildings at 10 metres + 1 m for gable and pitched roof. That will prevent 3-storey development and therefore assist with the potential effects when transitioning from the Medium Density Residential Zone to the General Residential zone.
- 2.135 This proposed standard combined with the other standards such as height in relation to boundary, the minimum setback, outdoor living space, outlook space etc will all help at the transition interface.

**RAUREKA**

**SUBMISSION POINT 111.3 (C WALTERS)**

- 2.136 The submitter seeks that the area of Medium Density Residential Zoning based on Raureka be removed as Raureka is not "urban" and there are not sufficient amenities in the area to warrant is being classed as "urban".
- 2.137 A number of submissions on Plan Change 5 raised issues around providing certainty to both landowners and the community on the extent of the Medium Density Residential Zone. In response to submissions Council staff have applied a modified version of the Waka Kotahi, New Zealand Transport Agency's Vehicle Kilometres Travel programme model to establish a more certain boundary for the Medium Density Residential Zone. The amendment acknowledges that in a provincial setting people would be unwilling to walk for 10-15 minutes to get public transport. A 5 minute walking distance to provide easy access to recreational, educational, employment and commercial facilities and services was considered an appropriate measure in the provincial context. A 400m catchment aligns with the measure of accessibility in the provincial context and gives a high level of certainty for the landowner and the community.

- 2.138 The 400m walkable catchment has been modelled by Market Economics for its ability to meet the growth needs over the next 30 years and it is able to do so without the need for any greenfield growth.
- 2.139 The 400m walkable catchment area from the Hastings CBD and commercial service zones removes Raureka from the recommended new Medium Density Residential Zone. Therefore, it is recommended that the Raureka area retain its operative General Residential zoning. While infill development will still be able to occur in Raureka, the development outcomes sought for the zone will be a density of 1 residential dwelling per 350m<sup>2</sup> of net site area. Development proposals seeking higher densities will be considered as discretionary activities.

**SUBMISSION POINT 139.3 (D SANKEY)**

- 2.140 The submitter opposes the extent of Plan Change 5 and seeks that it be re-drafted after consultation with Hastings' citizens.
- 2.141 The methods of engagement and consultation on plan change 5 have been outlined in Section 7 of the introductory report. It is considered that the consultation undertaken was appropriate and met the requirements of the RMA. As part of the consideration and analysis of submissions the Medium Density Residential Zone extent has been reviewed to provide greater certainty of the development outcomes sought in the zones so that residents and the community in general are able to easily understand where medium density development is enabled and where it is not. The preferred scenario for the Medium Density Residential Zone outlined in section 5 of the introductory report will provide for greater transparency in the provisions of the district plan.

**SUBMISSION POINT 149.1 (D BLOXHAM, WHANANAKI TRUST)**

- 2.142 The submitter seeks that medium density housing development is kept to the areas of Hastings where it is currently provided for.
- 2.143 The partially operative District Plan currently provides for more intensive housing (described as comprehensive residential development) in the City Living Zones and on specific sites identified in Appendices 27, 28 and 29 of the General Residential Zones. The City Living zones are located close to the city centre, around Queens Park and Heretaunga Street East and around the Mahora shopping centre.
- 2.144 The Council received a number of submissions on Plan Change 5 on the boundaries of the Medium Density Residential Zone. A large number are requesting that the zone be reduced in size and others are seeking that it be applied to the entire urban area. What the submissions have in common is that they are seeking a greater level of certainty for the boundaries of the zone.
- 2.145 As a result, Council staff have reviewed the methodology used to establish the Medium Density Residential Zone. Under the National Policy Statement – Urban Development the extent of medium density is to be decided through the level of accessibility to services relative to the demand for housing and business in the location.
- 2.146 What this means is that the Medium Density Residential Zone must have easy access to recreational, educational employment and commercial services and that these are primarily provided for within the Central Business area of Hastings and the commercial areas of Havelock North and Flaxmere. Following receipt of submissions

on Plan Change 5, some of which state that not enough land is being identified for more intensive housing, the Council has reassessed its rationale for establishing the boundary of its Medium Density Residential Zone. Waka Kotahi, New Zealand Transport Agency has developed a model which links accessibility to walkability.

- 2.147 In the context of a provincial environment, it is considered that 400m is an easily walkable catchment for access to these facilities and amenities. The extent of the new recommended boundary of the Medium Density Residential Zone can be seen in Appendix 7. Further background on Plan Change 5 and the catchment methodology can be found in the Background and Preferred Scenario sections 4 and 5 of the Introductory Report and the Methodology Report, Appendix 4.

**SUBMISSION POINTS 150.1 & 150.2 (B WILKINSON)**

- 2.148 The submitter seeks that the proposed plan change should be redrafted so that the Medium Density Residential Zone is within walking distance of the city centre and no further than 750m.
- 2.149 The application of a walkable catchment was not a methodology applied to Plan Change 5 as notified. This was largely due to the very real infrastructure limitations that were evident but not yet quantified at the time of preparing and notifying Plan Change 5.
- 2.150 Since notification Hastings District Council staff have completed the Infrastructure Constraints report which gives a much clearer picture of the state of infrastructure services and the ability to service medium density residential development in the various areas of the city. This allowed staff to investigate methodologies for meeting the accessibility requirements under the NPS-UD. Walkable catchments are one of the better accepted criteria and Council staff applied a modified version of the Waka Kotahi, New Zealand Transport Agency's Vehicle Kilometres Travel programme model. The amendment acknowledges that in a provincial setting people would be unwilling to walk for 10-15 minutes to get public transport. A 5 minute walking distance to provide easy access to recreational, educational, employment and commercial facilities and services was considered an appropriate measure in the provincial context. A 400m catchment aligns with the measure of accessibility in the provincial context and gives the level of certainty for the landowner and the community that many submitters to Plan Change 5 are seeking. This catchment also ties in well with Council's goal for every residence to be located within 500m of a park.
- 2.151 The 400m catchment has been amended to be mainly within the main arterial transport corridors. This option has been mapped and is identified as Scenario 2B. A copy of the scenario map can be seen in Appendix 5. This is one of the options to have been modelled by Market Economics to ensure that the capacity requirements of the NPS-UD can be met and results show that it provides sufficient capacity to meet growth needs for the long term including the competitiveness margin. The modelling shows that intensification over a wider, area such as the 750m proposed in the submission, would result in fewer feasible houses as the number of attached dwellings would reduce. It would also result in less efficient and more costly infrastructure delivery. It would also potentially zone more land than is needed to meet the needs of District over the next 30 years. This could undermine the benefits of a compact zone in respect of enhancing the vibrancy of existing commercial centres.

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- 2.152 Greater detail on the methodology used to define the boundaries of the medium density residential zone can be found in Appendix 4.
- 2.153 The 400m walkable catchment is also applied to the Flaxmere and Havelock North town centres.
- 2.154 It is considered that the new recommended 400m walkable catchment boundary for the Medium Density Residential Zone is a logical and well defined boundary that meets the accessibility objectives of the NPS-UD and provides certainty to landowners and the community. It has also been proven that it is of sufficient area to provide for the growth needs of Hastings with the margins required under the NPS-UD and will enable the Council to deliver the required infrastructure in a staged and affordable manner.

### **3. RECOMMENDATIONS**

- 3.1 **That the submission point 005.2 (J.H. Armstrong) opposing the plan change and seeking that the HB Showgrounds be used for housing be rejected.**
  - 3.1.1 Reason:
    - a. This site would not meet the criteria that has been established for the proposed Medium Density Residential Zone of being within the 400m walkable catchment of the central commercial area.
- 3.2 **That the submission point 120.1 (JH Armstrong) opposing the medium density residential zoning of Mairangi Street in Mahora, be rejected.**
  - 3.2.1 Reasons:
    - a. That the current zoning of Mairangi Street is City Living zone which already allows for medium density housing to be built in this area.
    - b. This area is located within 400m of the Mahora suburban commercial zone which provides a wide range of commercial and community services that will support medium density housing.
- 3.3 **That the submission point 011.2 (B & C Buckrell) opposing the Medium Density Residential Zone in the vicinity of Tōmoana Road and York Street be accepted.**
  - 3.3.1 Reason:
    - a. The site sits outside the 400m walkable catchment boundary of the central commercial area and does not therefore meet the criteria for the Medium Density Residential Zone.
- 3.4 **That the submission point 012.1 (G Campbell) opposing a limit to the area of the Medium Density Residential Zone be rejected.**
  - 3.4.1 Reason:
    - a. A 400m walkable catchment of the central commercial area is an appropriate boundary for the extent of the Medium Density Residential Zone to ensure that the Council can meet its growth obligations under the NPS-UD while also maintaining the ability to service the land and ensure that a range of

commercial activities and commercial services will be accessible to the more intensive land uses of the Medium Density Residential Zone.

- 3.5 **That the submission point 013.3, 013.4 (S Campbell)** opposing the walkable catchment approach as it is discriminatory **be rejected**.

3.5.1 Reasons:

- a. The walkable catchment is accepted and appropriate criteria to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
- b. Plan Change 5 is an inclusive set of provisions and with aims of providing a range of housing typologies to cater for all age cohorts.

- 3.6 **That the submission point 016.1 (Clifton Bay Ltd)** seeking the rezoning of 2.7ha of land at 380 Clifton Road Te Awanga to enable Comprehensive Residential Development **be rejected**.

- 3.6.1 That as a consequence of the above submission point being rejected, the further submission from **Waka Kotahi, New Zealand Transport Agency (FS08.6)** in opposition **be accepted**.

3.6.2 Reason:

- a. The submission is outside the scope of Plan Change 5.

- 3.7 **That the submission point 123.1, (Clifton Bay Ltd)** seeking the rezoning of 2.7ha of land at 380 Clifton Road, Te Awanga, for medium density residential development **be rejected**.

3.7.1 Reason:

- a. The submission is outside the scope of Plan Change 5.

- 3.8 **That the submission point 020.5 (J Cowman)** opposing the Medium Density Residential Zone and proposing to include the Hawke's Bay Racecourse **be rejected**.

3.8.1 Reasons:

- a. That intensification within the city boundaries is a requirement of the National Policy Statement – Urban Development.
- b. That the Hawke's Bay Racecourse is beyond the 400m walkable catchment that has been identified under the accessibility requirements in the NPS-UD.
- c. The Hawkes Bay Racecourse is already zoned residential, so it does not preclude this land from being used for residential development.

- 3.9 **That the submission point 034.7 (A Galloway)** supporting the criteria of the Medium Density Residential Zone being close to open space, and commercial services **be accepted**.

- 3.9.1 That as a consequence of the above submission being accepted the further submission from Residents of Kaiapo Road etc (FS19.19) supporting the submission **be accepted**.

3.9.2 Reason:

- a. That the boundary of the Medium Density Residential Zone has been established on accepted criteria for accessible communities.
- 3.10 **That the submission point 040.7 of Lois Herbert** requesting that medium density should only occur in specific greenfields areas **be rejected**.
- 3.10.1 Reason:
- a. That NPSUD Policy 5 and 6 promotes greater density in highly accessible areas close to existing commercial zones and key transportation links, and Plan Change 5 reflects this through its recommended MDR zoning and density provisions within the existing new urban development areas at Howard St in Hastings (Appendix 80) and Brookvale in Havelock North (Appendix 13B).
- 3.11 **That the submission points 041.1 and 041.2 (Heretaunga Tamatea Settlement Trust)** seeking plan amendments and the rezoning of land at 238 Stock Road / 49a Dundee Drive Flaxmere to allow for medium density residential developments **be rejected**.
- 3.11.1 Reasons:
- a. Plan Change 5 has been promulgated within the boundaries of the existing Hastings, Havelock North and Flaxmere residential zones. Consideration of any intensification outside of these zones, which is the case with this submission is not within the scope of Plan Change 5.
  - b. The intention is that a separate plan change for this site follow on from the resource consent. This is considered the appropriate process for further considering Wairatahi and the details sought in the submission.
- 3.12 **That the submission point 048.1 (S Horrocks)** opposing the Medium Density Residential Zoning on streets around Cornwall Park **be accepted in part** in that there will be no change to the Residential Character Zone, but that a portion of Roberts Street will retain its operative status as a medium density residential area and will be included in the Medium Density Residential Zone.
- 3.12.1 Reasons:
- a. That the Cornwall Park residential environment is valued by the community, and it is appropriate that the character of this residential environment is reviewed as part of the rolling review of the District Plan and specifically the Character Residential Zones.
  - b. That the Roberts St area is already characterised by medium density multi-unit development and given it is currently zoned for this type of development in the Operative District Plan and has been since 2015, it is appropriate to rezone this area Medium Density Residential zone.
- 3.13. **That the submission point 050.1 (Kāinga Ora)** seeking that the Medium Density Residential Zone be applied to the full extent of the Hastings General Residential Zone and the City Living Zone and be applied to an 800m walkable catchment from the Flaxmere and Havelock North town centres **be accepted in part** in that the full extent of the relief sought has not been met but that an extended and well-defined 400m walkable catchment is recommended to be adopted for the boundary of the Medium Density Residential Zone.



3.13.1 That as a consequence of the above submission point being accepted in part, the further submissions from **Development Nous (FS11.7)** be accepted, and from **M Reid (FS016.1, Residents of Kaiapo Road etc (FS019.27), and Surveying the Bay (FS031.2)** be accepted in part.

3.13.2 Reasons:

- a. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as an option which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its obligations under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
- b. The proposed 400m walkable catchment is based on an accepted methodology that is specifically adjusted to the Hastings environment.
- c. The extent of the proposed Medium Density Residential Zone under the 400m catchment has been modelled to ensure that it can meet the growth capacity requirements of the NPS-UD.

3.14 **That the submission point 051.1 (P Kay)** seeking that the streets surrounding Cornwall Park be included in the Residential Character Zone be accepted in part in that there will be no change to the Residential Character Zone which includes the majority of streets surrounding Cornwall Park, but that a portion of Roberts Street identified in the operative plan as City Living zone will be included in the Medium Density Residential Zone.

3.14.1 Reasons:

- a. That the Cornwall Park residential environment is valued by the community, and it is appropriate that the character of this residential environment is reviewed as part of rolling review of the District Plan and specifically the Character Residential Zones.
- b. That the Roberts St area is already characterised by medium density multi-unit development and given it is currently zoned for this type of development in the Operative District Plan and has been since 2015, it is appropriate to rezone this area Medium Density Residential zone.

3.15 **That the submission point 053.2 (Landsdale Development)** seeking that the Landsdale (and associated entities) land at Brookvale be identified as a medium growth area be rejected.

3.15.1 Reasons:

- a. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
- b. The proposed 400m walkable catchment is based on an accepted methodology that is specifically adjusted to the Hastings environment.



- c. The extent of the Medium Density Residential Zone has been modelled to ensure that it can meet the growth capacity requirements of the NPS-UD.
  - d. Provision has been made in the Operative District Plan and in PC5 as notified as well as in the recommended amendments to the rules of the General Residential Zone for new urban development areas such as Brookvale to include CRD activities or medium density housing. However, rezoning these areas for medium density development in their entirety is not appropriate given there are no commercial services within 400m of these sites and infrastructure provision would not be sufficient for the entirety of these areas to be developed on this basis.
- 3.16 **That the submission point 064.3 (E Millar) seeking that medium density be provided for in outlying areas be rejected.**
- 3.16.1 Reason:
  - a. The National Policy Statement – Urban Development requires Tier 2 local authorities to provide for intensification within its existing boundaries and that that these areas must be accessible to a range of commercial activities and community services which precludes them from being located in outlying areas.
- 3.17 **That the submission point 067.1 (G Neill) seeking that the Medium Density Residential Zone not be applied in relation to Chambers Street and Duart Road and the residences in between, be rejected.**
- 3.17.1 That as a consequence of the above submission point being rejected, the further submission from **G Neill FS06.1 be rejected.**
- 3.17.2 Reasons:
  - a. The National Policy Statement – Urban Development requires Tier 2 local authorities to provide for intensification within its existing boundaries and that that these areas must be accessible to a range of commercial activities and community services.
  - b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
  - c. The proposed 400m walkable catchment is based on an accepted methodology that is specifically adjusted to the Hastings environment.
- 3.18 **That the submission point 068.1 (B Nicoll) seeking that the Medium Density Residential Zone provisions be applied to the new Frimley extension, Parkvale east new housing development (Howard St new urban development area), Havelock North (Brookvale and Bull Hill) Flaxmere (Caernarvon Drive, Kirkwood Rd) as an alternative to the older established areas of the city be rejected.**
- 3.18.1 Reasons:

- a. The National Policy Statement – Urban Development requires Tier 2 local authorities to provide for intensification within its existing boundaries and that that these areas must be accessible to a range of commercial activities and community services.
  - b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
  - c. The proposed 400m walkable catchment is based on an accepted methodology that is specifically adjusted to the Hastings environment.
  - d. Provision has been made in the Operative District Plan and in PC5 as notified as well as in the recommended amendments to the rules of the General Residential Zone for new urban development areas such as Howard St and Brookvale to include CRD activities or medium density housing. However, rezoning these areas for medium density development in their entirety is not appropriate given there are no commercial services within 400m of these sites and infrastructure provision would not be sufficient for the entirety of these areas to be developed on this basis.
- 3.19 **That the submission point 070.1 (P Nottingham)** seeking that intensification be allowed for across the urban area and that suburban commercial zones be extended or added, **be accepted in part** insofar as the Medium Density Residential Zone as notified is proposed to be extended to a 400m walkable catchment from the Hastings commercial centre and the Flaxmere and Havelock North townships.
- 3.19.1 **Reasons:**
- a. To align with the NPS-UD objectives and policies the most appropriate location for the medium density residential zone is within walking distance of main centres to ensure accessibility to commercial and community services.
  - b. The submitters request relating to the extension of the suburban commercial zones, particularly in Havelock North is rejected as the Business Capacity Assessment 2022 shows that there is more than sufficient commercial capacity within Hastings and furthermore, the extent of commercial zones was not part of Plan Change 5 as notified and therefore this part of the submission is considered out of scope of the plan change.
- 3.20 **That the submission points 072.1 (Oderings Nurseries Chch Ltd)** seeking the inclusion of a site comprising 53, 55 and 57 Brookvale Road Havelock North as a limited expansion zone within the proposed Medium Density Residential Zone and any consequential changes that may be required as a result of that inclusion **be rejected**.
- 3.20.1 **Reasons:**
- a. The proposal is outside of the scope of Plan Change 5.
  - b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone

which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

- c. It is considered more appropriate that performance standards and structure plan implementation for a development of this nature under the Havelock North General Residential Zone is established through a plan change process.

3.21 **That the submission point 080.3 (M Reid)** requesting a reduction in the area of Medium Density Residential Zone along Porter Drive, Havelock North because of traffic congestion and safety reasons **be rejected**.

3.21.1 That as a consequence of the above recommendation, the further submission of the **Ministry of Education (FS05.1) be rejected**.

3.21.2 Reasons:

- a. To align with the NPS-UD the most appropriate location for the medium density residential zone is within walking distance of main centres to ensure accessibility to commercial and community services. The Porter Drive area falls within the 400m catchment of the Havelock North main commercial centre.
- b. Traffic congestion and safety concerns will be considered in the assessment of applications for medium density housing developments through the inclusion of assessment criteria in the District Plan.

3.22 **That the submission point 086.1 (R & B Sanders)** opposing PC5 and requesting that medium density be located in outlying areas such as at Clive or Havelock North and requesting that the development of the Stead site at Fenwick Street in Mayfair be stopped **be rejected**.

3.22.1 Reasons:

- a. That medium density development needs to be supported by easy access to commercial and community services in accordance with the accessibility requirements of the NPS-UD.
- b. That it is acknowledged that new urban development areas will need to have increased densities in order to use land as efficiently as possible to protect the productive potential of the Heretaunga Plains surrounding Hastings.
- c. That the Stead site at Fenwick St, Mayfair falls outside of the 400m catchment of the recommended Medium Density Residential zone and will therefore retain its General Residential zone. Development could still occur on this site in accordance with the zone density of 1 residential unit per 350m<sup>2</sup>. Higher density development in this location would require a discretionary activity resource consent to be approved.

3.23 **That the submission point 096.3 (M Smiley)** seeking that suburbs should be ring fenced for specific housing types – single houses, infill or low-rise housing, that the area around Stortford Lodge should be identified as suitable for low-rise apartments or housing and that 3-5 storey high development in the CBD for a mix of retail, office and apartments should be encouraged **be accepted in part**.

**3.23.1 Reasons:**

- a. the area around Stortford Lodge is recommended for inclusion in the Medium Density Residential Zone as it falls within the 400m catchment area.
- b. Low rise apartments with mixed commercial uses are already provided for in the central commercial area of the city.
- c. Ring fencing suburbs for specific housing types may affect the ability to meet the accessibility criteria set down in the National Policy Statement – Urban Development and could result in inefficiencies in supplying services to the areas.

**3.24 That the submission point 100.1 (Te Kāhui Whaihanga) supporting the location of the Medium Density Residential Zone be accepted in part.**

**3.24.1 Reasons:**

- a. It is recommended that a 400m walkable catchment be applied for the boundary of the Medium Density Residential Zone which is a greater extent than that originally notified under Plan Change 5.
- b. The recommended 400m walkable catchment meets the criteria for the intensification of housing in Policy 5 of the NPS-UD.

**3.25 That the submission point 100.2 (Te Kāhui Whaihanga) seeking that a fringe area be created where the performance standards could transition between the Medium Density Residential Zone and the General Residential Zone be rejected.**

**3.25.1 Reasons:**

- a. The creation of a transitional zone would not easily fit with the new national planning standards zone framework that aims to ensure a nationally consistent structure for district plans.
- b. Changes proposed to lower the maximum height standard from the notified standard, combined with the other standards such as height in relation to boundary, the minimum setback, outdoor living space, and outlook space will all help at the transition interface.

**3.26 That the submission point 101.4 (Te Tuāpapa Kura Kāinga) seeking that the adverse effects on the infrastructure networks capacity should be managed through an efficient consenting framework be rejected.**

**3.26.1 That as a consequence of the above submission point being rejected, the further submission from **Development Noun FS11.187** be rejected.**

**3.26.2 Reasons:**

- a. Modelling shows that allowing for intensive development across the wider urban area results in a lower number of feasible dwellings.
- b. A constrained model as proposed under the 400m walkable catchment will allow for much needed wastewater upgrades to be implemented strategically over time to meet our immediate and future growth demands in a more planned and co-ordinated way.

- c. The 400m walkable catchment is an accepted and appropriate criterion to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
- 3.27 **That the submission point 103.1 (Terra Nova Group)** seeking the provision of a Medium Density Residential Zone based on walkable catchment analysis from the Hastings CBD **be accepted**.
- 3.27.1 That as a consequence of the above submission point being accepted, the further submission from **Waka Kotahi, New Zealand Transport Agency (FS08.7)** opposing in part submission 103.1 from Terra Nova Group **be rejected**.
- 3.27.2 Reasons:
  - a. The 400m walkable catchment is an accepted and appropriate criterion to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
  - b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
  - c. The effects of traffic generation from medium density residential development will be offset by Council's Walking and Cycling Development Strategy and the dual frontage to distribute access to the site.
- 3.28 **That the submission point 107.7, 107.8 and 107.9 (Waka Kotahi, New Zealand Transport Agency)** seeking further analysis to assess the efficiency and effectiveness of the proposed provisions in achieving the objectives and policies of the NPS-UD **be accepted** in that an extended and well-defined 400m walkable catchment is recommended to be adopted for the boundary of the Medium Density Residential Zone.
- 3.28.1 Reasons:
  - a. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
  - b. The proposed 400m walkable catchment is based on an accepted methodology that is specifically adjusted to the Hastings environment.
  - c. The extent of the proposed Medium Density Residential Zone under the 400m catchment has been modelled to ensure that it can meet the growth capacity requirements of the NPS-UD.
  - d. That a section 32AA report has been prepared evaluating the effectiveness and efficiency of all four zoning extent scenarios considered and modelled by Market Economics.

**3.29 That the submission point 111.3 (C Walters) seeking removal of the Raureka area from the Medium Density Residential Zone be accepted.**

**3.29.1 Reasons:**

- a. The 400m walkable catchment is an accepted and appropriate criterion to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
- b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

**3.30 That the submission point 120.1 (J H Armstrong) opposing the medium density residential zone in Mairangi Street, Mahora be rejected.**

**3.30.1 Reasons:**

- a. That Mairangi Street is currently zoned for medium density development under the City Living zone provisions of the Operative District Plan.
- b. That Mairangi Street is located within a 5 minute walk of the Mahora suburban commercial zone and Cornwall Park which provides for range of commercial and community services and recreational opportunities to support medium density residential development in this area.

**3.31 That the submission point 121.1 (J Barnden) opposing high density development in the General Residential Zone especially in the Windsor Park area - 1203 and 1205 Ada Street Parkvale, be accepted in part.**

**3.31.1 Reasons:**

- a. That the medium density residential zone is recommended to be located within 400m of the Hastings CBD and commercial service zones along major transport corridors.
- b. That 1203 and 1205 Ada Street are recommended to retain their general residential zone.
- c. That as part of implementing the preferred scenario 2B, provision for comprehensive residential development will be removed from the General Residential zone except in new urban development areas of Howard Street and Brookvale. However, development will still be able to occur in accordance with the general residential zone density of 1 residential unit per 350m<sup>2</sup>. Developments at higher densities will require a discretionary activity resource consent to be approved.

**3.32 That the submission point 122.1 (C Blackberry) opposing the extent of the Medium Density Residential Zone be rejected.**

**3.32.1 Reasons:**

- a. That the National Policy Statement – Urban Development requires Tier 2 local authorities to provide for housing intensification within its urban boundaries.

- b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

3.33 **That the submission point 129.2 (B Fyfe)** requests that medium density development be located on land on the outskirts of the urban area **be rejected**.

3.33.1 Reasons:

- a. The NPS-UD requires intensification to be supported by commercial and community services. These activities are primarily provided within the Hastings CBD and main centres of Havelock North and Flaxmere. Land on the outskirts of the urban area is located outside the 400m catchment area or 5-minute walking distance that in a provincial town is considered to provide accessibility to these services.
- b. Provision has been made in the Operative District Plan and in PC5 as notified as well as in the recommended amendments to the rules of the General Residential Zone for new urban development areas such as Howard St and Brookvale to include CRD activities or medium density housing. However, rezoning these areas for medium density development in their entirety is not appropriate given there are no commercial services within 400m of these sites and infrastructure provision would not be sufficient for the entirety of these areas to be developed on this basis. Pockets of medium density development within these areas however are considered appropriate.

3.34 **That the submission point 135.5 (J McIntosh)** seeking the inclusion of a portion of Windsor Avenue properties as a character area **be rejected**.

3.34.1 Reasons:

- a. That the submission is outside the scope of Plan Change 5.
- b. That a review of character areas and character residential zone will be undertaken as part of the district plan rolling review.

3.35 **That the submission points 138.2 & 138.10 (P Rawle)** seeking greater clarity on the criteria for establishing Medium Density Residential Zone boundaries **be accepted**.

3.35.1 Reason:

- a. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

3.36 **That the submission point 139.3 (D Sankey)** seeking the redrafting of Plan Change 5 following consultation with residents **be accepted in part** in that the boundaries for the Medium Density Residential Zone have been redrafted based on submissions received.



**3.36.1 Reasons:**

- a. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.
- b. That the engagement and consultation undertaken as part of PC5 meets the requirements of the RMA.

**3.37 That the submission point 143.1 (A Smith, G Smith and S Taylor)** seeking that there is greater clarity around the criteria for setting the boundaries of the Medium Density Residential Zone and submit that a 400m walking distance should be the criteria established, **be accepted**.

**3.37.1 Reasons:**

- a. The 400m walkable catchment is an accepted and appropriate criterion to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
- b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

**3.38 That the submission point 146.1 (TW Property)** seeking that the Medium Density Residential Zone should be extended to a wider spatial extent based on accessibility principles with 600m being the standard, **be accepted in part**, in that a 400m walkable catchment based on accessibility principles is recommended for adoption.

**3.38.1** That as a consequence of the above submission point being accepted in part the further submission of **Kāinga Ora (FS28.13)** also **be accepted in part** and the further submission from **McFlynn Surveying and Planning (FS29.1)** **be rejected**.

**3.38.2 Reasons:**

- a. The 400m walkable catchment is an accepted and appropriate criterion to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
- b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

**3.39 That the submission point 147.1 (V van Kampen)** seeking that the General Residential Zone around Windsor Park be retained and that consideration be given to making 611 Windsor Avenue and the adjoining property character residential **be accepted in part**.



**3.39.1 Reasons:**

- a. The recommended 400m walkable catchment for the Medium Density Residential Zone would not extend to Windsor Park and therefore this option will retain is General Residential Zone under the Operative District Plan provisions.
- b. The inclusion of a Residential Character Zone is out of scope of the Plan Change. However, a review of character areas and the character residential zone will be undertaken as part of the district plan rolling review.

**3.40 That the submission point 149.1 (D Bloxham, Whananaki Trust)** seeking that medium density housing development is kept to the areas of Hastings where it is currently provided for **be rejected**.

**3.40.1 Reasons:**

- a. The proposal would not meet Policy 5 of the National Policy Statement – Urban Development 2020.
- b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

**3.41 That the submission points 150.1 & 150.2 (B Wilkinson)** seeking that the Medium Density Residential Zone be located within walking distance to the city centre **be accepted**.

**3.41.1 Reasons:**

- a. The 400m walkable catchment is an accepted and appropriate criterion to meet the accessibility objectives set down in the National Policy Statement – Urban Development.
- b. The proposed 400m walkable catchment identified as scenario 2B, has been assessed as the preferred option for the Medium Density Residential Zone which best meets the ability of Hastings District Council to provide affordable infrastructure, meet its requirements under the NPS-UD to provide for housing growth through intensification, while providing certainty to the community on where intensification can be expected.

## TOPIC 1, KEY ISSUE 4 – SECTION 2.4 URBAN STRATEGY

### 1. SUBMISSION POINTS

Sub Point	Submitter / Further Submitter	Provision / Section of the Hastings District Plan	Position	Summary of Decision Requested	Recommendation
144.1	B. Taylor	Urban Strategy Intro 2.4.1	Oppose	Delete statement “an increase in the number of young Māori as a percentage of the population” from Plan Change 5.	Reject as considered out of scope
050.16	Kāinga Ora	2.4.2 Anticipated Outcomes – UDAO2	Support in part	Amendments sought to UDAO2: Increased intensification of the existing urban environments, while maintaining acceptable levels of residential amenity <a href="#">in accordance with the planned built environment</a> .	Accept in part
FS11.22	Development Nous	Submission point 050.16	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous’ submission.	Accept in part
FS19.42	Residents of Kaiapo Road etc	Submission point 050.16	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
050.17	Kāinga Ora	2.4.2 Anticipated Outcomes – UDAO5	Support	In the absence of this plan change proposing amendments to the existing papakāinga provisions within chapter 21, Kāinga Ora request that a separate plan change is prepared and notified. The plan change should create a more enabling framework for papakāinga developments, particularly to accommodate papakāinga housing on general title land and provide the activity a lower risk consenting pathway within the urban environment, similar to other residential activities.	Noted in so far as a review of the operative Papakāinga section of the District Plan will be undertaken as part of the rolling review of the Operative District Plan.
FS11.23	Development Nous	Submission point 050.17	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous’ submission.	Accept

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FS19.43	Residents of Kaiapo Road etc	Submission point 050.17	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.18	Kāinga Ora	2.4.3 Objectives and Policies – UDO8	Support	1. Retain objective as notified. 2. Increase the spatial application of the Medium Density Zone to reflect accessibility and connectivity of this zone to the key centres of Hastings, Havelock North and Flaxmere as shown in <b>Appendix 2*</b>  <i>*(Refer to full submission for maps).</i>	1. Accept in part 2. Refer to Spatial extent report (Topic 1, Key Issue 3) - submission point 050.1
FS11.24	Development Nous	Submission point 050.18	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept in part
FS19.44	Residents of Kaiapo Road etc	Submission point 050.18	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
008.2	Bike Hawkes Bay	UDO8(b)	Support with amendment	Amend to the following: <i>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:</i> a. <i>the area is in or near a commercial zone or an area with many employment opportunities;</i> b. <i>the area is well-served by existing and planned public <b>and active</b> transport;</i> c. <i>there is high demand for housing or for business land in the area, relative to other areas of the urban environment.</i>	Accept
FS13.13	Kāinga Ora	Submission point 008.2	Support	Allow submission	Accept
028.1	Fire and Emergency NZ	New objective	Not stated	Add a new objective as follows: <b>Objective UDOX</b> <i>Enable subdivision, use, or development where:</i> 1. <i>sufficient existing or planned three waters infrastructure is, or</i>	Accepted in part

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				<p><i>will be, available to service the development; or</i></p> <p><i>2. It can be satisfactorily serviced through an alternative means where existing three water infrastructure capacity is insufficient.</i></p> <p>Add a new policy as follows:  <b>UPDX</b>  <i>New subdivision, use, or development is enabled in areas that have existing or planned three waters infrastructure to meet demand.</i></p>	
FS13.18	Kāinga Ora	Submission point 028.1	Oppose	Disallow submission	Accept in part
082.1	P Roberts	Objective UDO4 & Policy UDP11	Oppose	Provide proof and facts that the boundary between Hastings and Havelock North needs to be kept separate.	Reject
123.11	Clifton Bay, Mark Mahoney	2.4.3 UDP14 Urban Strategy	Support with amendment	Amend 2.4.3 UDP14 to allow for Te Awanga.	Reject
016.5	Clifton Bay, Mark Mahoney	UDP14	Support with amendment	Amend to allow for Te Awanga	Reject
050.19	Kāinga Ora	Policy UDP14	Support	<p>1. Retain policy as notified.</p> <p>2. In the absence of scope within this plan change, Kāinga Ora request that a separate plan change be prepared and notified to ensure provisions relating to commercial centres are reflective of the surrounding zoning. Through this plan change, and the adoption of the MDRS height standard, the planned built environment for the Medium Density Zone is greater than the height enabled for the centre zones. Whilst the increased height enabled within the Medium Density Zone is supported, the step down to a permitted height of 9m in the centre zones is not supported and should be resolved as soon as possible.</p>	Accept in part
FS11.25	Development Nous	Submission point 050.19	Support in Part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept in part
FS19.45	Residents of Kaiapo Road etc	Submission point 050.19	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject

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008.3	Bike Hawkes Bay	UDP15	Support with amendment	Amend UDP15 to the following:  <i>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 <b>and active</b> transport integration and commercial and community services are provided to support a greater density of housing and business in these areas.</i>	Reject
FS13.14	Kāinga Ora	Submission point 008.3	Support	Allow submission	Reject
107.3	Waka Kotahi, New Zealand Transport Agency	All section 2.4	Support with amendment	Support subject to various amendments to proposed Plan Change 5 to address the issues raised including but not limited to: <ul style="list-style-type: none"> <li>• incorporating land use / transport integration objectives and policies;</li> <li>• reference to active transport, and</li> <li>• Ensure better alignment and implementation with NPS – UD objectives, policies and definitions</li> </ul> Concern that Policy UDP15 is more of a directive method and may be better satisfied through other local government processes which will ensure sufficient infrastructure capacity. Should this policy be retained however it should also include a reference to active and public transport modes.	Accept
FS11.190	Development Nous	Submission point 107.3	Support	Development Nous seeks this submission be allowed in its entirety as it aligns with the alternate relief sought in its submission.	Accept

## 2. ANALYSIS

- 2.1 Submissions in relation to Section 2.4 Urban Strategy are mainly in support but seeking specific amendments be made.

### Section 2.4.1 Introduction

- 2.2 **B Taylor (144.1)** requests that the phrase “an increase in the number of young Māori as a percentage of the population” be deleted from the introductory section 2.4.1 (second paragraph) as it is considered offensive by the submitter. The submitter states that this statement is offensive as “housing need has nothing to do with ethnicity”. This statement comes from information included in HPUDS.

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- 2.3 This phrase is part of the current operative wording of this section of the District Plan and the introductory wording of section 2.4.1 is not proposed to be amended by Plan Change 5. For this reason, it is considered out of scope to accept the submitters' request to delete the phrase.

#### **Section 2.4.2 Anticipated Outcomes**

- 2.4 **Kāinga Ora (050.16)** seek amendments to UDAO2 to include reference to the "*planned built environment*". By way of further submission point against 2.4.2 they support UDA05 but seek in the absence of scope that Council undertake a review of the Papakāinga District Wide Matter section of the District Plan **(050.17)**.
- 2.5 UDAO2 is an existing operative anticipated outcome and was not proposed to be amended by Plan Change 5. However, it does relate to residential intensification and development. It currently reads as follows:
- UDAO2** "Increased intensification of the existing urban environments, while maintaining acceptable levels of residential amenity".*
- 2.6 Kāinga Ora seek that this anticipated outcome be amended as follows:
- UDAO2** "Increased intensification of the existing urban environments, while maintaining acceptable levels of residential amenity in accordance with the planned built environment".*
- 2.7 Given that there are a number of zones including residential zones in the District Plan that do not form part of this plan change and therefore may not articulate what the planned built environment looks like in that location, a more general statement is considered preferable.
- 2.8 The NPS-UD requires in sub-part 7, that territorial authorities ensure that development outcomes are described for every zone over the life of the plan and that the policies and rules are consistent with the development outcomes described. The use of the phrase "development outcomes sought for the zone" is consistent with the NPS-UD while also easily transferrable and understood across all operative zones within the District Plan.
- 2.9 Therefore, it is recommended that the wording of anticipated outcome UDAO2 is amended as follows:
- UDAO2** "Increased intensification of the existing urban environments, while maintaining acceptable levels of residential amenity in accordance with the development outcomes sought for the zone".*
- 2.10 It is not proposed to change UDA05 as part of this Plan Change. It is our understanding that the existing provisions for Papakāinga are some of the most enabling in the country in allowing hapū to develop their ancestral land. Any future plan change would need to be closely aligned with the values of local iwi and hapū. As such it is considered best that this section be reviewed under the rolling review process of the Operative District Plan.

#### **Objectives and Policies**

- 2.11 **Bike Hawkes Bay (008.2, 008.3)** requests amendments to Objective UDO8(b) and UDP15 to include 'active transport' in the objective and policy respectively. A further submission on Bike Hawkes Bay (008.2, 008.3) from **Kāinga Ora (FS13.13)** in support was also received (noting their original submission point **050.18** which sought that UDO8 remain as notified).
- 2.12 **Waka Kotahi, New Zealand Transport Agency (107.3)** also requests 'active transport' to be included in Policy UDP15. However, Waka Kotahi, New Zealand Transport Agency (107.3) question whether Policy UDP15 is the most appropriate way to provide for the local area plan process. This submission is valid, and it is agreed that a method would be a better approach given that policies are generally required to support a zone, rule or standard in the District Plan as a means to regulate or manage an activity or effect.
- 2.13 The local area plan (LAP) programme is a placed-based approach by Council to optimise community outcomes and create quality medium density neighbourhoods as an extension of the current Medium Density Housing Strategy. Local area plans are non-statutory documents which serve to assist the development of the District Plan through engagement with the community, and identification of areas requiring future re-zoning to support medium density neighbourhoods. Therefore, they are not a regulatory requirement and will fit more appropriately within the methods section of this urban strategy chapter of the plan.
- 2.14 A new strategic policy that along with objective UDO8 provides the direction for intensification within existing urban areas is considered necessary to implement the overall general approach to submissions on PC5. The recommended policy to replace the existing UDP15 is outlined below:

**Policy UDP15 – 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.**

- 2.15 An explanation to Objective UDO8 and policies UDP14 and UDP15 is proposed to link this strategic objective and policy framework with the general approach taken in response to submissions on PC5 in terms of the medium density and general residential zone provisions and extent. This recommended explanation statement is outlined below:

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.



- 2.16 In accordance with the submission from Waka Kotahi, New Zealand Transport Agency, a new method for local areas plans has been drafted and is outlined as follows:

**Methods**

Local Area Plans (LAPs) will be developed for identified medium density residential 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.

- 2.17 A submission point from **Kāinga Ora (050.19)** seeks the retention of UDP14 but asks in the absence of scope that Council prepare and notify a separate plan change to ensure provisions relating to commercial centres are reflective of the surrounding zoning, particularly as it relates to height. A review of the Commercial Zone sections of the plan will be undertaken as part of the review of the District Plan.
- 2.18 **Clifton Bay (016.5, 123.11)** seek to include the Te Awanga Lifestyle zone in the policy framework to allow for intensification of this area. Te Awanga is a coastal settlement located a significant distance from the main urban centres of Hastings, Havelock North and Flaxmere. Therefore, such a request does not align with the NPS-UD policy framework, the Regional Policy Statement, or the Heretaunga Plains Urban Development Strategy. Nor does this request come within the scope of Plan Change 5. As such these requests are recommended to be rejected.
- 2.19 **Fire and Emergency New Zealand (FENZ) (028.1)** seek new objectives and policies to ensure that there is a "clear objective and policy framework requiring all urban development to be adequately serviced with existing or planned infrastructure, including three waters. Directing plan users to the Hawke's Bay Regional Policy Statement and a policy specifically tailored to structure plans does not provide a clear overarching direction for urban development in the district with regard to the provision of adequate infrastructure. As such, Fire and Emergency seek a new objective and policy to be incorporated into the District Plan to ensure that infrastructure is appropriately planned for and provided as development / intensification is enabled".
- 2.20 A further submission from **Kāinga Ora (FS13.18)** opposing the submission from FENZ has been received. Kāinga Ora state that while they "support the consideration of appropriate servicing for subdivision, use or development of land, the request to include new objectives and policies relating to this is opposed as there are existing objectives and policies within Section 30.1 of the ODP".
- 2.21 **Waka Kotahi, New Zealand Transport Agency (107.3)** also request the inclusion of land use and transport integration objectives and policies within this section. The submissions of **FENZ (028.1)** and **Waka Kotahi, New Zealand Transport Agency**

(107.3) are accepted and it is agreed that a clear objective and policy framework with respect to the integrated planning of land use and infrastructure including transportation is important at the strategic level in order to facilitate growth whether this be residential, commercial or industrial growth.

- 2.22 While there are numerous other specific objectives and policies requiring sufficient provision of infrastructure for development including RESZ04, MRZ03 and in Section 30.1 Subdivision and Land Development SLD04, an overarching objective (within Section 2.4 Urban Strategy) outlining the need for integrated land use and infrastructure planning would provide the strategic direction for planned and structured urban growth that the Regional Policy Statement requires.
- 2.23 However, it is considered that the amendments sought by FENZ (028.1) could be reworded so that they sit better at the strategic level. As currently written, they do appear to replicate the existing residential zone and subdivision section objective and policies (RESZ04, MZ03 and SLD04). The following wording is therefore recommended to be included as a new strategic objective for Section 2.4:

**UDO9** *Infrastructure planning is integrated with land use planning to facilitate efficient and affordable urban growth and development of the district.*

- 2.24 Section 2.4 Urban Strategy will form the basis of the Urban Form and Development chapter under the Strategic Direction section when the plan is translated fully into the national planning standards template. On this basis, it is not considered necessary to have a policy as the existing objectives and policies in the residential, commercial and industrial zones sections along with those of the subdivision and land development section sufficiently ensure adequate infrastructure capacity will be available and provided for activities prior to or concurrently with such development taking place.
- 2.25 **P Roberts (082.1)** submits in opposition to operative objective and policy UDO4 and UDP11 and seeks that Council “*provide proof and facts that the boundary between Hastings and Havelock North needs to be kept separate*”.
- 2.26 **P Roberts (082.1)** states that “*There is no evidence that the community has sought the boundary between Hastings and Havelock North to be kept separate*”. These objectives and policies are not subject or proposed to be amended through Plan Change 5 and currently exist in the Operative District Plan. These objectives and policies were based on the consultation undertaken during the review of the District Plan that commenced in 2012. A draft plan was released in 2013 for community comment and then a proposed plan notified in 2015 which was also able to be formally submitted on by the community. These objectives and policies were developed through that process and as such as considered to have been supported by the community.
- 2.27 Requests to amend or remove these are out of scope of Plan Change 5 as such this submission is recommended to be rejected.

### **3. RECOMMENDATIONS**

- 3.1 **That the submission of B. Taylor (144.1)** in opposition to the phrase “*an increase in the number of young Māori as a percentage of the population*” in the Section 2.4.1 introduction **be rejected**.
- 3.2 **Reason:**
- a. This submission point is rejected on the basis that Section 2.4.1 is not proposed to be amended by PC 5 and is therefore considered out of scope.
- 3.3 **That the submissions of Bike Hawkes Bay (008.2) and Waka Kotahi, New Zealand Transport Agency (107.3)** supporting with amendment UDO8(b) **be accepted** to include reference to the active transport network.
- 3.4 **That as a consequence of the above recommendation, the further submission of Kāinga Ora (FS13.13)** (noting that an original submission point asked that UD08 be retained as notified). in support of Bike Hawkes Bay (008.2) **be accepted**.
- 3.5 **That the submission of Waka Kotahi, New Zealand Transport Agency (107.3)** in support with amendment of Policy UDP15 **is accepted** in so far as Policy UDP15 is recommended to be deleted and replaced with a method outlining the local area plan process. As a consequence, a new Policy UDP15 is recommended to provide strategic direction for urban growth and intensification. See amendments outlined below.
- 3.6 **That as a consequence of the above recommendation, the further submission of Development Nours (FS11.190)** in support of Waka Kotahi, New Zealand Transport Agency (107.3) **be accepted**.
- 3.7 **That the submission of Bike Hawkes Bay (008.3)** supporting with amendment Policy UDP15 **be rejected** in so far as Policy UDP15 is recommended to be deleted and replaced with a method (see below). A consequential amendment is recommended to include an explanation to objective UDO8 and UDP14 and new policy UDP15. This will assist to provide a clear link between the strategic objectives and the approach to residential intensification taken within the residential zones section of the plan.
- 3.8 **That as a consequence of the recommendation above** the further submissions of **Kāinga Ora (FS13.14)** in support of Bike Hawkes Bay (008.3) also **be rejected**.
- 3.9 **Reasons:**
- a. The inclusion of ‘active transport’ in the wording of UDO8(a) is appropriate.
- b. The deletion of policy UDP15 and replacing it with a new method is appropriate as the local area plan process is not a regulatory requirement however it is a method to assist in the creation of a compact urban form.
- c. New Policy UDP 15 along with objective UDO8 will provide strategic direction for intensification within existing urban areas.
- 3.10 **Recommended amendments:**
- 3.10.1 **UDO8**

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**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.
- b. the area is well-served by existing and planned public **and active** transport.
- c. there is high demand for housing or for business land in the area, relative to other areas of the urban environment.

### 3.10.2 **Policy UDP14**

**Policy UDP14** (retained as notified)

*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.*

~~**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~~

### 3.10.3 **Policy UDP15** (new recommended policy)

**Policy UDP15** – 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.

#### **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, liveable residential environments sought by Council and the community.

### 3.10.4 **Methods**

**Local Area Plans (LAPs)** will be developed for identified medium density residential 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.*

3.11 **That the submissions of Clifton Bay (016.5, 123.11) be rejected.**

3.12 **Reason:**

- a. Te Awanga is a coastal settlement located a significant distance from the main urban centres of Hastings, Havelock North and Flaxmere. Therefore, such a request does not align with the NPS-UD policy framework, the Regional Policy Statement, or the Heretaunga Plains Urban Development Strategy. Nor does this request come within the scope of Plan Change 5.

3.13 **That the submission of Fire and Emergency NZ (028.1) in support with amendment of 2.4 be accepted in part in so far as a new objective is recommended to be included in Section 2.4 Urban Strategy as follows:**

*UDO9 Infrastructure planning is integrated with land use planning to facilitate efficient and affordable urban growth and development of the district.*

3.14 **That the further submission of Kāinga Ora (FS13.18) in opposition to FENZ (028.1) also be accepted in part in so far as a strategic objective is added to the section as outlined above.**

3.15 **Reason:**

- a. A clear and concise objective directing the integrated planning of land use and infrastructure is important at the strategic level in order to facilitate growth.

3.16 **That the submissions of Kāinga Ora (050.16, 050.17, 050.18, 050.19) is accepted in part in so far as the Papakāinga and Commercial Zone sections of the plan be reviewed as part of the rolling review of the District Plan, Objective UDO8 is retained but amended as outlined above and supported by Kāinga Ora (FS13.13), Policy UDP14 is retained as notified and anticipated outcome UDAO2 is recommended to be amended as follows:**

**UDOA2** "Increased intensification of the existing urban environments, while maintaining acceptable levels of residential amenity *in accordance with the development outcomes sought for the zone*".

3.17 **That as a consequence of the above recommendation, the further submission of Development Nours (FS11.22, FS11.23, FS11.24, FS11.25) in support of Kāinga Ora (050.16, 050.17, 050.18, 050.19) be accepted in part and that of the Residents of Kaiapo Road etc (FS19.42, FS19.43, FS19.44, FS19.45) in opposition of Kāinga Ora (050.16, 050.17, 050.18, 050.19) be accepted in part.**

3.18 **Reasons:**

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- a. It is appropriate to review the Papakāinga and Commercial Zone sections as part of the District Plan rolling review process; and
  - b. The amended wording to UDOA2 is considered to be appropriate for all zones within the District Plan not just those affected by Plan Change 5.
- 3.19 **That the submission of P Roberts (082.1)** in opposition to UDO4 and UDP11 **be rejected** in so far as they are out of scope.
- 3.20 Reason:
- a. The submission is out of scope as it relates to objectives and policies that are not proposed to be amended by PC5. These objectives and policies were based on the consultation undertaken during the review of the District Plan that commenced in 2012. A draft plan was released in 2013 for community comment and then a proposed plan notified in 2015 which was also able for be formally submitted on by the community. These objectives and policies were therefore developed through that process and as such are considered to have been supported by the community.

## TOPIC 1, KEY ISSUE 5 – SECTION 2.6 MEDIUM DENSITY HOUSING STRATEGY

### 1. SUBMISSION POINTS

Sub Point	Submitter / Further Submitter	Provision / Section of the Hastings District Plan	Position	Summary of Decision Requested	Recommendation
008.4	Bike Hawkes Bay	Section 2.6.2.2	Support with amendment	Amend to: "The district plan seeks to encourage medium density housing development within areas where infrastructure capacity, amenity, open spaces, services, employment and public <u>and active transport networks</u> are most accessible and available.	Accept
FS08.8	Waka Kotahi, New Zealand Transport Agency	Submission point 008.4	Support	Waka Kotahi, New Zealand Transport Agency seeks the submission be allowed.	Accept
FS13.15	Kāinga Ora	Submission point 008.4	Support	Allow submission	Accept
008.5	Bike Hawkes Bay	Policy MDP2	Support with amendment	Amend to: Provide for comprehensive residential development in areas with 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 <u>and active transport networks</u> .	Accept
016.4	Clifton Bay, M Mahoney	2.6.4 MDO1	Support with amendment	Amend to allow for Te Awanga	Reject
028.2	Fire and Emergency NZ	Policy MDP2	Support	Retain as drafted	Accept in part
028.3	Fire and Emergency NZ	New	Not stated	Add a new objective as follows: <b>Objective MDOX</b> <i>Enable subdivision, use, or development where:</i> <i>1. sufficient existing or planned three waters infrastructure is, or will be, available to service the development; or</i> <i>2. It can be satisfactorily serviced through an</i>	Reject



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				<p><i>alternative means where existing three water infrastructure capacity is insufficient.</i></p> <p>Add a new policy as follows:  <b>MPDX</b>  <i>New subdivision, use, or development is enabled in areas that have existing or planned three waters infrastructure to meet demand.</i></p>	
050.20	Kāinga Ora	Introduction	Support in part	<p>Amendment sought.</p> <p>In achieving compact development, the Council recognises that it must carefully manage the existing residential environment to ensure that there is a sustainable supply and range of housing typologies and that urban amenity levels are <i>delivered in accordance with the planned built environment. not decreased.</i></p>	Accept in part
FS11.26	Development Nours	Submission point 050.20	Support in Part	Development Nours seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nours' submission	Accept in part
FS19.46	Residents of Kaiapo Road etc	Submission point 050.20	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
050.21	Kāinga Ora	2.6.2.2 Hastings Urban Design Framework 2010		<ol style="list-style-type: none"> <li>1. Kāinga Ora seek the deletion of and reference to design guidelines within the District Plan.</li> <li>2. Kāinga Ora seek the deletion of all references and provisions relating to Comprehensive Residential Development.</li> </ol> <p>Amendments sought:  The district plan seeks to encourage medium density housing development within areas where infrastructure capacity, amenity, open spaces, services, employment and public transport are most accessible and available. These areas are <del>be</del> zoned the Medium Density Residential Zone. Within this zone, the District Plan provisions <del>along</del></p>	Accept in part

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				<p><del>with the Hastings Residential Intensification Design Guide therefore establish</del> <del>as</del> key design parameters and principles for the construction of medium density development. <del>and promotes it in the form of Comprehensive Residential Development. This is a form of development that requires an integrated approach to medium density housing. The purpose of establishing parameters to promote Comprehensive Residential Development is to produce high quality medium density housing that is suited to Hastings residential environment. Comprehensive Residential Development means a residential development that comprises 3</del> <del>2 or more additional residential buildings on a site at a density of 20-40 residential buildings per hectare of land and that incorporates an overall integrated design of buildings, infrastructure and landscaping. Comprehensive Residential Development can occur separately as a land use application or concurrently with a subdivision application. include subdivision of the proposed residential buildings, though it is not a requirement. However, subdivision prior to a Comprehensive Residential Development cannot occur, except for the creation of superlots for the purposes of comprehensive residential development (most likely in greenfield locations).</del></p>	
FS03.9	Oceania Healthcare Limited	Submission point 050.21	Oppose	Allow item 1 of the submission. Disallow item 2 of the submission.	Reject
FS11.27	Development Nous	Submission point 050.21	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission	Accept in part
FS19.47	Residents of Kaiapo Road etc	Submission point 050.21	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part

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050.22	Kāinga Ora	2.6.3 Anticipated Outcomes – MDSAO1	Support in part	Amendments sought:  Medium density development that provides high levels of environmental amenity <u>in accordance with the planned built environment</u> .	Accept in part
FS11.28	Development Nous	Submission point 050.22	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission	Accept in part
FS19.48	Residents of Kaiapo Road etc	Submission point 050.22	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
050.23	Kāinga Ora	2.6.3 Anticipated Outcomes – MSDAO3	Support	Retain as notified	Accept in part
FS11.29	Development Nous	Submission point 050.23	Support in Part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission	Accept in part
FS19.49	Residents of Kaiapo Road etc	Submission point 050.23	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
050.24	Kāinga Ora	2.6.4 Objectives and Policies – MDO1	Oppose in part	Consistent with the relief sought, Kāinga Ora request the deletion of all references and provisions relating to Comprehensive Residential Development Amendments sought:  Promote residential intensification in <del>the form of comprehensive residential development in</del> suitable locations of Hastings, Flaxmere and Havelock North.	Accept in part
FS03.10	Oceania Healthcare Limited	Submission point 050.24	Oppose	Disallow the submission	Reject
FS11.30	Development Nous	Submission point 050.24	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission	Accept in part
FS19.50	Residents of Kaiapo Road etc	Submission point 050.24	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad	Reject

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				and far reaching. Resulting in severely adversely affecting existing communities and residents.	
050.25	Kāinga Ora	2.6.4 Objectives and Policies – MDP1	Support in part	Amendments sought:  <i>Ensure that residential intensification occurs in close proximity to high amenity open spaces, urban centres and public transport routes, to contribute to a <del>high-quality living-well-functioning urban</del> environment for residents and the wider community.</i>	Accept
FS11.31	Development Nous	Submission point 050.25	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept
FS19.51	Residents of Kaiapo Road etc	Submission point 050.25	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.26	Kāinga Ora	2.6.4 Objectives and Policies – MDP2	Oppose in part	Consistent with the relief sought, Kāinga Ora request the deletion of all provisions and references to Comprehensive Residential Development.  Amendments sought:  <i>Provide for <del>comprehensive residential development</del> residential intensification in areas with infrastructure capacity for higher housing yields by zoning the appropriate locations for such development 'City Living' 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. identifying in the Plan other urban areas that are also suitable for comprehensive residential development.</i>	Accept in part
FS03.11	Oceania Healthcare Limited	Submission point 050.26	Oppose	Disallow the submission	Reject

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FS11.32	Development Nous	Submission point 050.26	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept in part
FS19.52	Residents of Kaiapo Road etc	Submission point 050.26	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.27	Kāinga Ora	2.6.4 Objectives and Policies – MDO2	Support in part	Amendments sought:  Ensure that residential intensification provides high levels of environmental amenity <u>in accordance with the planned built environment.</u>	Accept in part
FS11.33	Development Nous	Submission point 050.27		Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept in part
FS19.53	Residents of Kaiapo Road etc	Submission point 050.27	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.28	Kāinga Ora	2.6.4 Objectives and Policies – MDP3	Oppose in part	Amendments sought:  <i>Promote residential intensification <del>in the form of comprehensive residential development to ensure that high yield residential development is designed in a highly integrated manner</del> that will provide high levels of amenity and liveability <u>consistent with the planned built environment.</u></i>	Accept in part
FS03.12	Oceania Healthcare Limited	Submission point 050.27	Oppose	Disallow the submission	Reject
FS11.34	Development Nous	Submission point 050.27	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission	Accept in part
FS19.54	Residents of Kaiapo Road etc	Submission point 050.27	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject

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050.29	Kāinga Ora	2.6.4 Objectives and Policies – MDP4	Oppose in part	Amendments sought: <i>Ensure that <del>comprehensive</del> 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.</i>	Accept
FS03.13	Oceania Healthcare Limited	Submission point 050.29	Oppose	Disallow the submission	Reject
FS11.35	Development Nous	Submission point 050.29	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept
FS19.55	Residents of Kaiapo Road etc	Submission point 050.29	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.30	Kāinga Ora	2.6.4 Objectives and Policies – MDP5	Oppose in part	Amendments sought: <i>Encourage <del>comprehensive</del> residential development to offer a diverse range of housing typologies and sizes to provide for the housing needs of the Hastings community.</i>	Accept
FS03.14	Oceania Healthcare Limited	Submission point 050.30	Oppose	Disallow the submission	Reject
FS11.36	Development Nous	Submission point 050.30	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept
FS19.56	Residents of Kaiapo Road etc	Submission point 050.30	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.31	Kāinga Ora	2.6.4 Objectives and Policies – MDP6	Support in part	Ensure that infill subdivision and development is undertaken in a manner that provides a good level of amenity for future residents, neighbouring residents and the streetscape <u>in accordance with the planned built environment.</u>	Accept in part
FS11.37	Development Nous	Submission point 050.30	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the	Accept in part

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				points raised and relief sought in Development Nous' submission.	
FS19.57	Residents of Kaiapo Road etc	Submission point 050.30	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Reject
050.32	Kāinga Ora	2.6.5 Methods - General	Support in part	Consistent with the relief sought within this submission, Kāinga Ora seeks: <ol style="list-style-type: none"> <li>1. the removal of the CRD provisions in the District Plan;</li> <li>2. more enabling provisions appropriate for a General Residential Zone; and</li> <li>3. the increased spatial application (with amended provisions) of the Medium Density Zone</li> </ol> as shown through planning maps included within <b>Appendix 2*</b> <i>*(Refer to full submission for maps).</i>	Accept in part
FS03.15	Oceania Healthcare Limited	Submission point 050.32	Oppose	Disallow the submission in part (relating to item 1)	Reject
FS11.38	Development Nous	Submission point 050.32	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept in part
FS19.58	Residents of Kaiapo Road etc	Submission point 050.32	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
050.33	Kāinga Ora	2.6.5 Methods – Hastings Residential Environment and Havelock North Residential Environment	Oppose in part	Amendments sought:  The purpose of this section is to manage the residential environment to ensure quality urban development <del>that retains existing character and</del> that is undertaken in accordance with sustainable development practices <u>and the planned built environment.</u>	Accept in part
FS11.39	Development Nous	Submission point 050.33	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Accept in part



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FS19.59	Residents of Kaiapo Road etc	Submission point 050.33	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept in part
050.34	Kāinga Ora	2.6.5 Methods – Hastings Medium Density Design Framework 2022	Oppose in part	Delete reference to design guides within the plan:  <del>Hastings Medium Density Design Framework 2022</del>  <del>This document provides a resource with practical guidance to achieve high quality, well-designed and sustainable compact housing developments. The framework helps to ensure that developments achieve the best outcomes for residents and neighbours when land is developed more intensively. Guidance within this document helps land owners and developers to meet the assessment matters in the Medium Density Residential and General Residential Zones for Comprehensive Residential Developments.</del>	Reject
FS11.40	Development Nous	Submission point 050.34	Support in part	Development Nous seeks the submission be allowed to the extent that those parts of the submission align with the points raised and relief sought in Development Nous' submission.	Reject
FS19.60	Residents of Kaiapo Road etc	Submission point 050.34	Oppose all	We seek the whole of the KO submission be disallowed, as the requests are far too broad and far reaching. Resulting in severely adversely affecting existing communities and residents.	Accept
107.4	Waka Kotahi, New Zealand Transport Agency	Entire section 2.6 Medium Density Housing Strategy	Support with amendment	Support subject to various amendments to address the submissions of Waka Kotahi, New Zealand Transport Agency and ensure it better aligns and implements the objectives, policies and definitions in the NPS.	Accept
FS11.191	Development Nous	Submission point 107.4	Support	Development Nous seeks this submission be allowed in its entirety as it aligns with the alternate relief sought in its submission.	Accept

## 2. ANALYSIS

- 2.1 Submissions received in relation to Section 2.6 Medium Density Housing Strategy are generally in support but seek amendments so that the provisions further align with the objectives and policies of the NPS-UD.
- 2.2 **Kāinga Ora (050.2)** also request the removal of all references to comprehensive residential development. These requests are in accordance with the general approach to submissions outlined in the Section 42A introductory report and in most circumstances are supported. Where these amendments are not supported or alternative wording is considered preferable to the requested amendments, specific analysis is outlined in the relevant sections below.
- 2.3 **Clifton Bay (016.4)** submits that the Objective MDO1 be amended to provide for residential intensification at Te Awanga. This particular submission is not considered appropriate on the basis that Te Awanga is a coastal community a significant distance away from the main urban and commercial centres of Hastings, Havelock North and Flaxmere which are the focus of Plan Change 5. This submission is therefore considered out of scope and is recommended to be rejected.
- 2.4 **Bike Hawkes Bay (008.4)** seeks amendments to 2.6.2.2 (Hastings Urban Design Framework 2010) to include reference to active transport networks. Accessibility to active transport networks is a key consideration for medium density housing areas and therefore this submission request is supported.
- 2.5 **Kāinga Ora (050.21)** have also requested amendments to 2.6.2.2. These seek to remove wording relating to comprehensive residential developments and reference to the Hastings Residential Intensification Design Guide which has now been renamed to Hastings Medium Density Design Framework, 2022. The specific amendments to this statement requested by both Bike Hawkes Bay and Kāinga Ora are outlined below:

*The district plan seeks to encourage medium density housing development within areas where infrastructure capacity, amenity, open spaces, services, employment and public and active transport networks are most accessible and available. These areas are ~~be~~ zoned the Medium Density Residential Zone. Within this zone, the District Plan provisions along with the Hastings Residential Intensification*

*~~Design Guide therefore establishes~~ key design parameters and principles for the construction of medium density development. and promotes it in the form of Comprehensive Residential Development. This is a form of development that requires an integrated approach to medium density housing. The purpose of establishing parameters to promote Comprehensive Residential Development is to produce high quality medium density housing that is suited to Hastings residential environment. Comprehensive Residential Development means a residential development that comprises 3-2 or more additional residential buildings on a site at a density of 20-40 residential buildings per hectare of land and that incorporates an overall integrated design of buildings, infrastructure and landscaping. Comprehensive Residential Development can occur separately as a land use application or concurrently with a subdivision application. include subdivision of the proposed residential buildings, though it is not a requirement. However, subdivision prior to a Comprehensive Residential Development cannot occur, except for the creation of superlots for the purposes of comprehensive residential development (most likely in greenfield locations).*

- 2.6 The amendments relating to inclusion of active transport are appropriate as discussed above. The removal of the term comprehensive residential development is also considered appropriate as it will simplify the provisions of plan. The reasoning is outlined in Section 5 of the Introductory Report. Removing reference to the Design Guide now known as the Hastings Medium Density Design Framework is not supported. This framework is considered an essential component of ensuring developments have a high design quality and contribute positively to the surrounding environment. The 11 key design elements of this framework are proposed to have formal status within Plan Change 5 as assessment criteria. This will mean that new developments are required to be assessed against these matters. Removing reference to this document is therefore not recommended.
- 2.7 The framework expands on the key design elements and shows how these can be met. Applying the key elements from this document will assist applicants to demonstrate that their development proposals meet the district plan assessment criteria. However, the wording could be amended to align with the recommended approach outlined in the Section 42A Introductory report as well as to make the role of the design framework clearer as follows:

2.7.1 **Recommended Amendments to 2.6.2.2**

*The district plan seeks to encourage medium density housing development within 400m of the centres of Hastings, Flaxmere and Havelock North areas where infrastructure capacity, amenity, open spaces, services, employment and public and active transport networks are most accessible and available. These areas are ~~be~~ zoned the Medium Density Residential Zone. Within this zone, the District Plan provisions along with the Hastings Residential Intensification*

*~~Design Guide therefore establishes~~ key design parameters and principles for the construction of medium density development. ~~and promotes it in the form of Comprehensive Residential Development. This is a form of development that requires an integrated approach to medium density housing. The purpose of establishing parameters to promote Comprehensive Residential Development is to produce high quality medium density housing that is suited to Hastings residential environment. Comprehensive Residential Development means a residential development that comprises 3-2 or more additional residential buildings on a site at a density of 20-40 residential buildings per hectare of land and that incorporates an overall integrated design of buildings, infrastructure and landscaping. Comprehensive Residential Development can occur separately as a land use application or concurrently with a subdivision application. include subdivision of the proposed residential buildings, though it is not a requirement. However, subdivision prior to a Comprehensive Residential Development cannot occur, except for the creation of superlots for the purposes of comprehensive residential development (most likely in greenfield locations).~~*

*The eleven key design elements of the Medium Density Design Framework 2022 are included in the District Plan as assessment criteria which medium density housing developments will be considered against to ensure they create high amenity, liveable residential environments that positively contribute to the neighbourhood in which they will be located. The framework provides guidance on how to achieve development consistent with these key design elements and will assist applicants to*

demonstrate their development proposals meet the district plan assessment criteria.

- 2.8 Submissions on Policy MDP2 were also received from **Bike Hawke's Bay (008.5)** **Fire and Emergency New Zealand (FENZ) (028.2)** seeking retention of the policy as notified and **Kāinga Ora (050.26)** seeking the removal of the term comprehensive residential development. Further submissions in support of Kāinga Ora were received from **Development Nous (FS11.32)** and in opposition from **Oceania Healthcare Ltd (FS03.11)** and the **Residents of Kaiapo Road etc (FS19.52)**.
- 2.9 Bike Hawkes Bay have sought inclusion of reference to active transport networks in Policy MDP2 and this is considered appropriate. Those requested by Kāinga Ora are recommended to be further amended as outlined below to align with terminology and phrases used in the introductory statement in 2.6.2.2. Therefore the submissions of FENZ and Kāinga Ora are recommended to be accepted in part.
- 2.10 Policy MDP2 is recommended to be amended as follows:
- Policy 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 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 premium appropriate locations for such development 'City Living' 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. identifying in the Plan other urban areas that are also suitable for comprehensive residential development.
- 2.11 These additional recommended amendments ensure that policy MDP2 is consistent with the overall approach to the location and extent of the revised Medium Density Residential zone as discussed in the section 42A Introductory Report and consideration of submissions relating to the spatial extent of the Medium Density Residential zone.
- 2.12 **Fire and Emergency NZ (028.3)** seek a new objective and policy in this section to ensure infrastructure servicing capacity is sufficiently provided for. This request would unnecessarily duplicate objectives and policies that are already present in the subdivision and residential zones chapters of the plan as well as a proposed new strategic objective recommended to be included in Section 2.4 Urban Strategy. In addition, Policy MDP2 states that infrastructure capacity for higher housing yields shall be assured in the Medium Density Residential Zone. On this basis no further objectives and policies are considered warranted in respect of infrastructure. This submission is recommended to be rejected.
- 2.13 **Kāinga Ora (050.20)** requests amendments to section 2.6.1 Background to incorporate terminology and phrases used in the NPS-UD to better describe how residential amenity levels should be considered and maintained. The amendments requested by Kāinga Ora are outlined as follows:

2.6.1. BACKGROUND

.....

*In achieving compact development, the Council recognises that it must carefully manage the existing residential environment to ensure that there is a sustainable supply and range of housing typologies and that urban amenity levels are delivered in accordance with the planned built environment sought for the relevant zone. ~~not decreased~~.*

- 2.14 The NPS-UD stipulates in Policy 6 that “when making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:
- a. “The planned urban built form environment anticipated by those RMA planning documents that have given effect to this National Policy Statement”
- 2.15 The consideration of amenity levels therefore needs to be in line with this statement. It is recommended further amendments be made so that the wording marries with this part of the NPS-UD and also acknowledges that different zones will likely seek different outcomes in terms of the built form environment, as follows:

2.6.1. BACKGROUND

.....

*In achieving compact development, the Council recognises that it must carefully manage the existing residential environment to ensure that there is a sustainable supply and range of housing typologies and that ~~urban residential~~ amenity levels are ~~delivered~~ maintained in accordance with the planned urban built form environment sought for the relevant zone. ~~not decreased~~*

- 2.16 On this basis, submission point (050.20) from Kāinga Ora is accepted in part.
- 2.17 **Kāinga Ora (050.22, 050.23, 050.24, 050.25, 050.27, 050.28, 050.29, 050.30, 050.31)** requests the removal of the term comprehensive residential development or inclusion of the phrases “planned urban built form environment” and/or “well-functioning urban environment” from the NPS-UD to the anticipated outcomes, objectives and policies of the Medium Density Strategy Section. These submissions are considered appropriate with some adjustments made to wording so that it fully aligns with NPS-UD terminology. The recommended amendments are outlined below:
- 2.18 **Kāinga Ora (050.22)** requested amendments to anticipated outcome: *MDSAO1 - Medium density development that provides high levels of environmental amenity in accordance with the planned urban built form environment*.
- 2.19 This amendment is accepted as it aligns with the requirements of the NPS-UD policy 6. However, it is recommended that the words “sought for the relevant zone” are included at the end of the anticipated outcome to acknowledge that the planned built form environment sought for each zone may be different.
- 2.20 **Kāinga Ora (050.23)** requested that anticipated outcome MDSAO3 is retained as notified. *MDSAO3 – Medium density development that establishes a new compact*

*urban character and sustainable urban form.* No further analysis is considered necessary.

- 2.21 **Kāinga Ora (050.24)** requested amendments to objective MDO1 - *Promote residential intensification in ~~the form of comprehensive residential development in~~ suitable locations of Hastings, Flaxmere and Havelock North.*
- 2.22 These amendments are supported and consistent with the revised approach to the extent of Medium Density Residential Zone and the inclusion of such a zone within Hastings, Flaxmere, and Havelock North.
- 2.23 **Kāinga Ora (050.25)** requests the following amendments to policy MDP1
- 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.* These amendments are supported with no further changes recommended.
- 2.24 The inclusion of a reference to 'well-functioning urban environment' aligns with the direction of the NPS-UD and is supported.
- 2.25 **Kāinga Ora (050.27)** requests amendments to objective MDO2 - Ensure that residential intensification provides high levels of environmental amenity in accordance with the planned urban built form environment.
- 2.26 This amendment is supported with the inclusion of the words "of the relevant zone" so that it is acknowledged that the planned urban built form environment sought for each zone may be different.
- 2.27 **Kāinga Ora (050.28)** requests amendments to policy MDP3 - *Promote residential intensification ~~in the form of comprehensive residential development to ensure that high yield residential development is designed in a highly integrated manner that will~~ provide high levels of amenity and liveability consistent with the planned urban built form environment.*
- 2.28 As outlined above further amendments recommended to be made to ensure consistency as follows:
- 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 consistent with the planned urban built form environment sought for the relevant zone.*
- 2.29 **Kāinga Ora (050.29)** requests amendments to policy MDP4 as follows:
- 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.*
- 2.30 These amendments are supported as they align with the approach to remove reference to comprehensive residential development from the plan with the exception of existing new urban development areas.
- 2.31 **Kāinga Ora (050.30)** requests amendments to policy MDP5 as follows:

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

2.32 This amendment is supported.

2.33 **Kāinga Ora (050.31)** requests amendments to policy MDP6 as follows:

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

2.34 The acceptance in part of Kāinga Ora's submission to remove reference to comprehensive residential development activities and replace with a simplified rule framework based on the number of units being developed means that there is no need to differentiate between infill and comprehensive residential development. Therefore, the word infill can be replaced with residential so that it applies in all cases of residential development. Amendments are also recommended to be made to ensure consistency with wording around the planned urban built form environment, discussed above.

2.35 Policy MDP6 is therefore recommended to be amended as follows:

*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 in accordance with the planned urban built form environment sought for the relevant zone.*

2.36 **Kāinga Ora (050.32, 050.33, 050.34)** seeks amendments to the methods section 2.6.5. The amendments include to remove reference to comprehensive residential development and to align with the objectives, policies and terms used in the NPS-UD. In general submission point **050.32** seeks more enabling provisions appropriate for a General Residential Zone and the increased spatial application (with amended provisions) of the Medium Density Residential Zone.

2.37 The amendments requested by **Kāinga ora (050.33)** under the heading Hastings District Plan for the Havelock North Residential Environment are as follows:

*The purpose of this section is to manage the residential environment to ensure quality urban development ~~that retains existing character and~~ that is undertaken in accordance with sustainable development practices and the planned built environment.*

2.38 This amendment is supported with the addition of the phrase "sought for the relevant zone" for the same reasons as discussed above. Therefore, the recommended amendments for this method are:

*The purpose of this section is to manage the residential environment to ensure quality urban development ~~that retains existing character and~~ that is undertaken in accordance with sustainable development practices and is consistent with the planned built environment sought for the relevant zone.*

2.39 **Kāinga Ora (050.34)** seeks the removal of the design framework as a method to give effect to the medium density housing strategy, as follows:



~~Hastings Medium Density Design Framework 2022~~

~~This document provides a resource with practical guidance to achieve high quality, well designed and sustainable compact housing developments. The framework helps to ensure that developments achieve the best outcomes for residents and neighbours when land is developed more intensively. Guidance within this document helps land owners and developers to meet the assessment matters in the Medium Density Residential and General Residential Zones for Comprehensive Residential Developments~~

- 2.40 This amendment is not supported. The Medium Density Design Framework is an essential component to achieve the objectives and policies of this section relating to the quality, liveability and amenity achieved by medium density housing developments. The design elements of the framework are included as assessment criteria for medium density housing developments. The framework document provides practical advice in how to incorporate the design elements into developments and thereby comply with the district plan assessment criteria. Therefore, including the Medium Density Design Framework as a method in this strategy section of the plan is appropriate. Further submissions on the Medium Density Design Framework are considered in the Topic 5, Key Issue 1 report. However, as a method it is considered crucial and therefore this submission is recommended to be rejected.
- 2.41 **Waka Kotahi, New Zealand Transport Agency (107.3)** seeks that the entire section be amended to better align with the objectives and policies of the NPS-UD. No specific amendments to this section have been sought by Waka Kotahi, New Zealand Transport Agency, however the recommended amendments outlined above, are consistent with this submission and should address the concerns of the submitter.
- 2.42 **Consequential amendments** are required to be made to Section 2.6. in order to remove all references to comprehensive residential development as requested by **Kāinga Ora (050.2)** and to describe the change in direction of the spatial extent of the proposed Medium Density Residential Zone. These statements signal a different approach from the 2010 Hastings Urban Design Framework which identified specific areas and sites. In response to submissions to PC5 it is now proposed to create a consolidated and contiguous Medium Density Residential Zone that encompasses land approximately 400m from the centres of Hastings, Havelock North and Flaxmere. Further explanation of the proposed new boundary of the Medium Density Residential Zone can be found in section 5 of the Introductory Report. The following amendments are therefore proposed to section 2.6.2.2 Hastings Urban Design Framework 2010 to explain this approach:

**2.6.2.2 Hastings Urban Design Framework 2010**

*The Hastings Urban Design Framework 2010 recommended that to implement the HPUDS document Hastings needed to grow up and not out. In order to achieve quality medium density residential development it would need to occur in targeted areas with strong existing or future potential amenity and liveability.*

*A set of key performance characteristics was identified for suitable medium density development locations:*

- *Areas where access to services / amenities will help maximise non-vehicular travel*



- *Prominent open spaces supported by active streets fronted by residential units.*

*The areas of Hastings identified as meeting these characteristics and therefore suited to medium density development are;*

- *Central Business District*
- *Around the edge of Queens Square*
- *Radiating from Mahora Shopping Centre*
- *Parts of Heretaunga Street East*
- *Parts of Havelock North Village Centre*

*Within the General Residential Zones of Hastings and Havelock North the following areas have been identified as suitable for medium density development:-*

- *Around the Raureka Shopping Centre (refer Appendix 27 Figure 1)*
- *Around the edge of Windsor Park (refer Appendix 27 Figure 3)*
- *Around the Havelock North Village Centre (refer Appendix 29)*

*Within the Hastings Character Residential Zone specific sites around the edge of Cornwall Park (refer Appendix Figure 2) have been identified as suitable for residential intensification subject to meeting assessment criteria and evaluation to ensure the design complements the special character of the surrounding neighbourhood:-*

*Some existing large sites within the urban area of Hastings have also been identified as suitable for medium density development should their current use change in the future. These sites are identified in Appendix 27 Figures 1-3 and Appendix 28 and include:-*

- *The Saleyards site, Maraekakaho Road*
- *Vidal Winery, St Aubyn Street*
- *Angus Inn Motel, Railway Road*
- *Motel sites along Pakowhai Road*
- *Motel sites along Karamu Road*

#### 2.6.2.3 Medium Density Housing Strategy Review, 2022

*A review of the Medium Density Housing Strategy, 2014 and Implementation Plan (formulated in 2017) was undertaken in 2022. This review highlighted that limited intensification had taken place in the identified medium density development areas since the implementation programme commenced in 2017 and the more enabling district plan provisions were made operative in 2020. A significant action identified by the review is the preparation of local area plans to integrate that above and below ground infrastructure, open space and amenity that will underpin medium density residential development. The key action / recommendation is as follows:*

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

- 2.43 Insert a new paragraph on the NPS-UD, and consequentially amend the numbering of any subsequent sections. as follows:

"2.6.3 National Policy Statement on Urban Development 2020  
The NPS-UD requires the Council to provide at least sufficient  
development capacity to meet expected demand for housing and  
business land. In total, over the 30 year period to 2050, Hastings needs  
to provide development capacity for approximately 12,830 new dwellings  
(including the competitiveness margin).

In line with the direction of HPUDS to create a more compact urban form,  
medium density residential development will be a primary mechanism to  
provide housing capacity in order to protect the versatile land that  
surrounds the City boundaries.

The areas most suitable for medium density development are those  
where people can live close to where they work, learn, shop or connect  
with friends and family, and where there is good access to active and  
public transport networks and recreational opportunities such as parks.

On that basis the medium density residential zone forms a contiguous  
inner residential zone that encircles the three urban centres of Hastings,  
Havelock North and Flaxmere. In Hastings, the medium density  
residential zone also extends around the commercial service zone that  
runs along the main transport corridors of Heretaunga Street West and  
Karamū Road North.

- 2.44 Insert a new method as follows:

Local Area Plans (LAPs)  
Local area plans are a non-statutory document that serve to assist the  
development of the District Plan through engagement with the  
community, and identification of areas requiring future re-zoning to  
support medium-density neighbourhoods. LAP's will also inform and  
guide the Essential Services Development Plan, the Long-Term Plan and  
the Future Development Strategy. This work will assist in determining the  
appropriate level of service, timing and funding of infrastructure  
provision/upgrading and amenity improvements that are necessary.

- 2.45 The above rationale for medium density development provides the direction for the location of the zone and in doing so supports the underlying principles, objectives and policies of the National Policy Statement on Urban Development 2020.

### 3. RECOMMENDATIONS

- 3.1 **That the submission of Bike Hawkes Bay (008.4) in support with amendment to 2.6.2.2 and requesting the inclusion of active transport networks, be accepted.**
- 3.1.1 **That as a consequence of the above recommendation, the further submission of Waka Kotahi, New Zealand Transport Agency (FS08.8) and Kāinga Ora (FS13.15) in support of Bike Hawkes Bay (008.4) be accepted.**
- 3.1.2 Reason:
- a. Including a reference to active transport networks in the statement is appropriate.

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3.2 That the submission of Kāinga Ora (050.21) in support with amendment of statement in 2.6.2.2. seeking the deletion of reference to the design guide and of comprehensive residential development **be accepted in part** in so far as reference to comprehensive residential development is removed and the statement is amended as outlined below.

3.2.1 That as a consequence of the above recommendations, the further submission in support from **Development Nous (FS11.27)** also **be accepted in part** and the further submissions in opposition from **Oceania Healthcare Ltd (FS03.9)** and the **Residents of Kaiapo Road etc (FS19.47)** **be rejected**.

3.2.2 Reasons:

- a. Removing reference to comprehensive residential development in the statement will simplify the provisions of the District Plan.
- b. Retaining an amended reference to the Medium Density Design Framework explains how this will be used in assessing and evaluation applications for resource consent.

3.2.3 Recommended Amendments to 2.6.2.2

....

*The district plan seeks to encourage medium density housing development within 400m of the centres of Hastings, Flaxmere and Havelock North areas where infrastructure capacity, amenity, open spaces, services, employment and public and active transport networks are most accessible and available. These areas are ~~be~~ zoned the Medium Density Residential Zone. Within this zone, the District Plan provisions along with the Hastings Residential Intensification*

*~~Design Guide therefore establishes key design parameters and principles for the construction of medium density development. and promotes it in the form of Comprehensive Residential Development. This is a form of development that requires an integrated approach to medium density housing. The purpose of establishing parameters to promote Comprehensive Residential Development is to produce high quality medium density housing that is suited to Hastings residential environment. Comprehensive Residential Development means a residential development that comprises 3-2 or more additional residential buildings on a site at a density of 20-40 residential buildings per hectare of land and that incorporates an overall integrated design of buildings, infrastructure and landscaping. Comprehensive Residential Development can occur separately as a land use application or concurrently with a subdivision application. include subdivision of the proposed residential buildings, though it is not a requirement. However, subdivision prior to a Comprehensive Residential Development cannot occur, except for the creation of superlots for the purposes of comprehensive residential development (most likely in greenfield locations).~~*

The eleven key design elements of the Medium Density Design Framework 2022 are included in the District Plan as assessment criteria which medium density housing developments will be considered against to ensure they create high amenity, liveable residential environments that positively contribute to the neighbourhood in which they will be located. The framework provides guidance on how to achieve development

consistent with these key design elements and will assist applicants to demonstrate their development proposals meet the district plan assessment criteria.

- 3.3 **That the submission of Bike Hawkes Bay (008.5)** in support of Policy MDP2 but requesting amendments to include reference to active transport networks **be accepted**.
- 3.3.1 **That the submission of Kāinga Ora (050.26)** in support but requesting amendments to MDP2 to delete references to the term comprehensive residential development **be accepted in part** in so far as the policy is amended as outlined below.
- 3.3.2 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.32)** **be accepted in part** and those in opposition from **Oceania Healthcare Ltd (FS03.11)** and the **Residents of Kaiapo Road etc (FS19.52)** **be rejected**.
- 3.3.3 **That the submission of Fire and Emergency NZ (028.2)** in support of Policy MDP2 as notified **be accepted in part** in so far as the policy is recommended to be amended as follows:
- 3.3.4 Reason:
- a. The recommended amendments to Policy MDP2 will better align with the NPS-UD, setting the appropriate direction for residential intensification and medium density housing development in the medium density residential zone.
- 3.3.5 **Recommended Amendments**

*Policy 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 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 premium appropriate locations for such development 'City Living' 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. identifying in the Plan other urban areas that are also suitable for comprehensive residential development.*

- 3.4 **That the submission of Kāinga Ora (050.20)** in support with amendment to section 2.6.1 background **be accepted in part** in so far as the statement is amended as outlined below.
- 3.4.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.26)** **be accepted in part** and the further submission in opposition from the **Residents of Kaiapo Road etc (FS19.47)** **be rejected**.
- 3.4.2 Reason:

- a. That the amendments align with the direction and objectives and policies of the NPS-UD.

#### **3.4.3 Recommended Amendments**

##### **2.6.1. BACKGROUND**

.....

*In achieving compact development, the Council recognises that it must carefully manage the existing residential environment to ensure that there is a sustainable supply and range of housing typologies and that ~~urban residential~~ amenity levels are ~~delivered-maintained in accordance with the planned urban built form environment sought for the relevant zone.~~ **not-decreased***

- 3.5 **That the submission of Kāinga Ora (050.22) in support with amendment of anticipated outcome MDSA01 be accepted in part in so far as MDSA01 is amended as outlined below.**
- 3.5.1 **That as a consequence of the above recommendation, the further submission in support from Development Nous (FS11.28) be accepted in part and the further submission in opposition from the Residents of Kaiapo Road etc (FS19.48) be rejected.**
- 3.5.2 **Reason:**
  - a. That the amendments align with the direction and objectives and policies of the NPS-UD
- 3.5.3 **Recommended Amendments**

*MDSA01 - Medium density development that provides high levels of environmental amenity in accordance with the planned urban built form environment sought for the relevant zone.*
- 3.5.4 **Reason:**
  - a. That the amendments align with the direction and objectives and policies of the NPS-UD.
- 3.6 **That the submission of Kāinga Ora (050.23) in support of anticipated outcome MDSA03 requesting that it be retained as notified be accepted.**
- 3.6.1 **That as a consequence of the above recommendation, the further submission in support from Development Nous (FS11.29) be accepted and that in opposition from the Residents of Kaiapo Road etc (FS19.49) be rejected.**
- 3.6.2 **That the submission of Kāinga Ora (050.24) in support with amendment of objective MDO1 be accepted in part in so far as the objective is recommended to be amended as outlined below.**
- 3.6.3 **That as a consequence of the above recommendation, the further submissions in support from Development Nous (FS11.30) be accepted in part and those in opposition from Oceania Healthcare Ltd (FS03.10) and the Residents of Kaiapo Road etc (FS19.50) be rejected.**
- 3.6.4 **Reason:**

- a. The recommended amendments will better align with the NPS-UD, setting the appropriate direction for residential intensification and medium density housing development in the medium density residential zone.

**3.6.5 Recommended Amendments**

*MDO1 - Promote residential intensification in ~~the form of comprehensive residential development in~~ suitable locations of Hastings, Flaxmere and Havelock North.*

- 3.7 That the submission of Clifton Bay Ltd (016.4) in support and seeking amendments to MDO1 to include Te Awanga be rejected.**

**3.7.1 Reason:**

- a. Te Awanga is located some distance away from the main urban centres of Hastings, Havelock North and Flaxmere and as such is not considered a suitable location for medium density development.

- 3.8 That the submission of Kāinga Ora (050.25) in support and seeking amendments to MDP1 be accepted.**

- 3.8.1 That as a consequence of the above recommendation, the further submission in support from Development Nous (FS11.31) be accepted and that in opposition from the Residents of Kaiapo Road etc (FS19.51) be rejected.**

**3.8.2 Reason:**

- a. That the amendments align with the direction and objectives and policies of the NPS-UD.

**3.8.3 Recommended Amendments**

*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*

- 3.9 That the submission of Fire and Emergency NZ (028.3) seeking a new objective and policy to ensure sufficient infrastructure capacity be rejected.**

**3.9.1 Reason:**

- a. A new strategic objective is recommended to be included in section 2.4 Urban Strategy and any further objectives and policies in this section of the plan are considered to be unnecessary duplication.

- 3.10 That the submission of Kāinga Ora (050.27) in support with amendment of MDO2 be accepted in part in so far as MDO2 is recommended to be amended as outlined below.**

- 3.10.1 That as a consequence of the above recommendation, the further submission in support from Development Nous (FS11.33) be accepted in part and those in opposition from the Residents of Kaiapo Road etc (FS19.53) be rejected.**

**3.10.2 Reason:**

- a. That the amendments align with the direction and objectives and policies of the NPS-UD.

3.10.3 **Recommended Amendments**

*MDO2 - Ensure that residential intensification provides high levels of environmental amenity in accordance with the planned urban built form environment of the relevant zone.*

- 3.11 **That the submission of Kāinga Ora (050.28)** in support with amendment of policy MDP3 **be accepted in part** in so far as the policy is amended as recommended below.

- 3.11.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.34)** also **be accepted in part** and those in opposition from **Oceania Healthcare Ltd (FS03.12)** and the **Residents of Kaiapo Road etc (FS19.34)** **be rejected**.

3.11.2 **Reasons:**

- That the amendments to remove comprehensive residential development simplifies the rule framework and align with the revised approach to PC5.
- The amendments align with the direction and objectives and policies of the NPS-UD.

3.11.3 **Recommended Amendments**

*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 consistent with the planned urban built form environment sought for the relevant zone.*

- 3.12 **That the submission of Kāinga Ora (050.29)** in support with amendment of Policy MDP4 **be accepted** in so far as the policy is recommended to be amended as outlined below.

- 3.12.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.35)** **be accepted** and those in opposition from **Oceania Healthcare Ltd (FS03.14)** and the **Residents of Kaiapo Road etc (FS19.55)** **be rejected**.

3.12.2 **Reason:**

- That the amendments to remove reference to comprehensive residential development simplifies the rule framework and align with the revised approach to PC5.

3.12.3 **Recommended Amendments**

*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.*

- 3.13 **That the submission of Kāinga Ora (050.30)** in support with amendment of policy MDP5 **be accepted**.

- 3.13.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.36)** **be accepted** and those in opposition

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from **Oceania Healthcare Ltd (FS03.14)** and the **Residents of Kaiapo Road etc (FS19.56)** **be rejected.**

3.13.2 Reason:

- a. That the amendments to remove reference to comprehensive residential development simplifies the rule framework and align with the revised approach to PC5.

3.13.3 Recommended Amendments

*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.*

3.14 **That the submission of Kāinga Ora (050.31)** in support with amendment of policy MDP6 **be accepted in part.**

3.14.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.37)** **be accepted in part** and those in opposition from the **Residents of Kaiapo Road etc (FS19.57)** **be rejected.**

3.14.2 Reason:

- a. That the amendments align with the direction and objectives and policies of the NPS-UD.

3.14.3 Recommended Amendments

*MDP6 - Ensure that ~~that~~ residential subdivision and development is undertaken in a manner that provides a good level of amenity for future residents, neighbouring residents and the streetscape in accordance with the planned urban built form environment sought for the relevant zone.*

3.15 **That the submission of Kāinga Ora (050.32)** in support with amendment of 2.6.5. Methods and in seeking the removal of comprehensive residential development from plan provisions, a more enabling rule framework in the general residential zone and an increase to the spatial extent of the medium density residential zone **be accepted in part** in so far as the revised approach to PC5 recommends to remove provision for and reference to comprehensive residential development in the district plan and extends the spatial application of the medium density residential zone.

3.15.1 **That as a consequence of the above recommendation**, the further submissions in support from **Development Nous (FS11.38)** **be accepted** and those in opposition from **Oceania Healthcare Ltd (FS03.15)** and the **Residents of Kaiapo Road etc (FS19.58)** **be rejected.**

3.15.2 Reason:

- a. That the relief sought aligns with the revised approach to PC5 in terms of the recommended spatial application of the medium density residential zone and amendments to remove comprehensive residential development provisions.

3.16 **That the submission of Kāinga Ora (050.33)** in support with amendment to the wording of 2.6.5. Methods Hastings and Havelock North Residential Environment **be accepted in part** in so far as the method is recommended to be amended as outlined below.



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3.16.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.39)** **be accepted in part** and those in opposition from **Residents of Kaiapo Road etc (FS19.59)** also **be accepted in part**.

3.16.2 **Reason:**

- a. That the amendments align with the direction and objectives and policies of the NPS-UD.

3.16.3 **Recommended Amendments**

Hastings and Havelock North Residential Environments

*The purpose of this section is to manage the residential environment to ensure quality urban development ~~that retains existing character and that is undertaken in accordance with sustainable development practices~~ and is consistent with the planned built environment sought for the relevant zone.*

3.17 **That the submission of Kāinga Ora (050.34)** in opposition of 2.6.5. Methods Hastings Medium Density Design Framework and seeking the deletion of the Medium Density Design Framework as a method **be rejected**.

3.17.1 **That as a consequence of the above recommendation**, that the further submissions in support from **Development Nous (FS11.40)** also **be rejected** and those in opposition from the **Residents of Kaiapo Road etc (FS19.60)** **be accepted**.

3.17.2 **Reason:**

- a. The Medium Density Design Framework is an appropriate method to achieve the objectives and policies of this section relating to the quality, liveability and amenity of medium density housing developments. The design elements of the framework are incorporated into the District Plan as assessment criteria and the framework document provides practical advice in how to incorporate these elements into developments in order to meet the district plan assessment criteria.

3.18 **That the submission of Waka Kotahi, New Zealand Transport Agency (107.4)** seeking amendments to the entire section 2.6 to better align and implement the objectives and policies of the NPS-UD **be accepted**.

3.18.1 **That as a consequence of the above recommendation**, the further submission in support from **Development Nous (FS11.101)** also **be accepted**.

3.18.2 **Reason:**

- a. That the amendments to the anticipated outcomes, objectives, policies, methods and statements of this section and outlined above ensure that the provisions of section 2.6 Medium Density Housing Strategy better align and implement the objectives and policies of the NPS-UD.

3.19 **That the consequential amendments to section 2.6** required to implement the revised approach to PC5 and to remove reference to comprehensive residential development as per **Kāinga Ora (050.2)** and outlined below **be accepted**.

3.19.1 **Recommended Consequential Amendments**

2.6.2.2 Hastings Urban Design Framework 2010

*The Hastings Urban Design Framework 2010 recommended that to implement the HPUDS document Hastings needed to grow up and not out. In order to achieve quality medium density residential development it would need to occur in targeted areas with strong existing or future potential amenity and liveability.*

*A set of key performance characteristics was identified for suitable medium density development locations:*

- *Areas where access to services / amenities will help maximise non-vehicular travel,*
- *Prominent open spaces supported by active streets fronted by residential units.*

~~The areas of Hastings identified as meeting these characteristics and therefore suited to medium density development are;~~

- ~~• Central Business District~~
- ~~• Around the edge of Queens Square~~
- ~~• Radiating from Mahora Shopping Centre~~
- ~~• Parts of Heretaunga Street East~~
- ~~• Parts of Havelock North Village Centre~~

~~Within the General Residential Zones of Hastings and Havelock North the following areas have been identified as suitable for medium density development:-~~

- ~~• Around the Raureka Shopping Centre (refer Appendix 27 Figure 1)~~
- ~~• Around the edge of Windsor Park (refer Appendix 27 Figure 3)~~
- ~~• Around the Havelock North Village Centre (refer Appendix 29)~~

~~Within the Hastings Character Residential Zone specific sites around the edge of Cornwall Park (refer Appendix Figure 2) have been identified as suitable for residential intensification subject to meeting assessment criteria and evaluation to ensure the design complements the special character of the surrounding neighbourhood.~~

~~Some existing large sites within the urban area of Hastings have also been identified as suitable for medium density development should their current use change in the future. These sites are identified in Appendix 27 Figures 1-3 and Appendix 28 and include:-~~

- ~~• The Saleyards site, Maraekakaho Road~~
- ~~• Vidal Winery, St Aubyn Street~~
- ~~• Angus Inn Motel, Railway Road~~
- ~~• Motel sites along Pakowhai Road~~
- ~~• Motel sites along Karamu Road~~

#### 2.6.2.3 Medium Density Housing Strategy Review, 2022

A review of the Medium Density Housing Strategy, 2014 and Implementation Plan (formulated in 2017) was undertaken in 2022. This review highlighted that limited intensification had taken place in the identified medium density development areas since the implementation programme commenced in 2017 and the more enabling district plan provisions were made operative in 2020. A significant action identified by the review is the preparation of local area plans to integrate that above and below ground infrastructure, open space and amenity that will underpin medium density residential development. The key action / recommendation is as follows:

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

- 3.19.1.1 Insert a new paragraph on the NPS-UD, and consequentially amend the numbering of any subsequent sections, as follows:

"2.6.3 National Policy Statement on Urban Development 2020

The NPS-UD requires the Council to provide at least sufficient development capacity to meet expected demand for housing and business land. In total, over the 30 year period to 2050, Hastings needs to provide development capacity for approximately 12,830 new dwellings (including the competitiveness margin).

In line with the direction of HPUDS to create a more compact urban form, medium density residential development will be a primary mechanism to provide housing capacity in order to protect the versatile land that surrounds the City boundaries.

The areas most suitable for medium density development are those where people can live close to where they work, learn, shop or connect with friends and family, and where there is good access to active and public transport networks and recreational opportunities such as parks.

On that basis the medium density residential zone forms a contiguous inner residential zone that encircles the three urban centres of Hastings, Havelock North and Flaxmere. In Hastings, the medium density residential zone also extends around the commercial service zone that runs along the main transport corridors of Heretaunga Street West and Karamu Road North.

- 3.19.1.2 Insert a new method as follows:

Local Area Plans (LAPs)

Local area plans are a non-statutory document that serve to assist the development of the District Plan through engagement with the community, and identification of areas requiring future re-zoning to support medium-density neighbourhoods. LAP's will also inform and guide the Essential Services Development Plan, the Long-Term Plan and the Future Development Strategy. This work will assist in determining the appropriate level of service, timing and funding of infrastructure provision/upgrading and amenity improvements that are necessary.