

**Strategic Integration of
Infrastructure with Land Use**

Scoping Report

**Prepared For:
Hawke's Bay Regional Council
Private Bag 6006
Napier**

May 2007



**HBRC Publication No. 4852
Report No. SD16-24**

Executive Summary

The Function

The Resource Management Amendment Act 2005 (RMAA) came into force on 10 August 2005. S11(3) of the RMAA added section 30(1)(gb) to the Resource Management Act 1991 (RMA) which introduced a new function for regional councils relating to the strategic integration of infrastructure and landuse through objectives, policies and methods.

S 4(1) of the RMAA added the definition of 'infrastructure' to Section 2 of the RMA. Infrastructure includes transport, communications and energy networks; ports and airports; and water supply, drainage, wastewater and irrigation systems.

Regional councils must now consider how infrastructure (as a physical resource) is integrated with landuse in the region. They need to consider the influences and impacts of infrastructure on landuse and in turn of landuse on infrastructure. The regional council role does not extend to land use controls (rules in plans) as that remains the domain of territorial authorities.

Regional Council Intervention

One means of achieving the Regional Council role would be through regional level strategies that seek to integrate District Plan provisions with infrastructure needs. In that regard other regional councils have previously undertaken urban growth studies and produced regional growth strategies, most notably Auckland, Bay of Plenty (for the Western Bay of Plenty area including Tauranga) and Canterbury (for west Christchurch). However, the drivers for those initiatives were many and varied and only related in part to the infrastructure matters addressed in S2 and S30(1)(gb) of the RMA. For example, the ARC metropolitan urban limits promulgated in the Auckland RPS in the early 1990's were about avoiding adverse effects on natural resources and maximising transport efficiencies by constraining multiple territorial authority urban growth to identified growth nodes within the existing urban area, albeit with some provision for urban expansion on the existing urban fringe.

The drivers that dictated the need for regional level urban growth strategies in Auckland, Christchurch and Western Bay of Plenty are not present in Hawke's Bay. Section 30(1)(gb) does not impose a general requirement on the Regional Council to undertake urban growth studies or strategies and in Hawke's Bay in particular there does not appear to be the need to do so.

An assessment of infrastructure issues identified to date in Hawke's Bay local authority documents in this report concluded that additional Regional Council intervention through objectives and polices in the RPS (as envisaged by Section 30(1)(gb)) is only possibly warranted in terms of climate change.

Heretaunga Plains Urban Growth

In terms of urban growth, landuse issues relating to infrastructure associated with urban development in Hawke's Bay have previously been addressed through separate "urban growth" strategies undertaken by the territorial authorities identifying the extent and location of future residential, rural-residential, commercial and industrial expansion and intensification in their districts. These strategies have been implemented through relevant changes to District Plans, including rezoning of land and the development of structure plans



to guide future subdivision and development (e.g. Arataki New Urban Development Area in Havelock North, Lagoon Farm in Napier, and coastal settlements).

Hastings District Council (HDC) has identified the lack of information on region-wide residential demand and lack of inter-district co-ordination and has resolved to promote the development of a Regional Growth Strategy. There is a good case for undertaking such a strategy focused on the Heretaunga Plains. Reinforcing that conclusion, both the Napier City Council and the Hastings District Council have made provision in their LTCCPs and Annual Plans for undertaking some form of integrated urban growth strategy work in the near future. Senior staff from the Napier and Hastings territorial authorities support the need for a Heretaunga Plains urban growth strategy undertaken on a partnership basis by the Regional Council, the NCC, HDC and possibly the Central Hawke's Bay District Council.

The primary statutory driver for such a Heretaunga Plains strategy would be existing RMA sections 30(1)(a) and 7(b) of the RMA, rather than the new section 30(1)(gb). Having said that, it is acknowledged that in some situations (such as those in Auckland, Christchurch and Western Bay of Plenty) the new S30(1)(gb) would provide a strong additional incentive for regional level urban growth strategies. The existing RMA sections require the integrated management of natural and physical resources and the efficient use of those resources. For that reason, and also in order to integrate land transport and drainage issues, it would be beneficial for the Regional Council to be involved in the strategy preparation.

Recommendations

Consequently it is recommended that:

- (i) Regional Council staff investigate whether additional RPS level guidance on climate change is potentially required in terms of integrating infrastructure with landuse.
- (ii) The Regional Council commits to participating in a Heretaunga Plains urban growth strategy in partnership with the Napier City Council, Hastings District Council and possibly Central Hawke's Bay District Council.
- (iii) The Regional Council consider initiating the strategy by way of inter-council discussions held under the umbrella of the negotiations for the next Triennial Agreement, noting that local body elections occur in October 2007 and a new Agreement will be required thereafter.
- (iv) If a joint Heretaunga Plains urban growth strategy does proceed a number of matters should be provided for:
 - HBRC needs to make budget provision for participating in the strategy in the 2007-2008 financial year;
 - The strategy should be timed to commence after the October 2007 local body elections;
 - The forward planning time horizon for the strategy should be at least 40 years;
 - A comprehensive scope and associated Brief for the strategy should be prepared and agreed to by the participating councils;
 - The strategy should be supported by a Technical Steering Group of staff and a Policy Overview Steering Group comprising councillors from the participating councils.



Table of Contents

1.0	INTRODUCTION.....	1
2.0	BACKGROUND AND SCOPE OF NEW FUNCTION	1
2.1	MINISTRY FOR THE ENVIRONMENT'S PERSPECTIVE	4
3.0	APPROACHES OF OTHER REGIONAL AUTHORITIES.....	4
3.1	AUCKLAND.....	5
3.2	CANTERBURY	5
3.3	BAY OF PLENTY	6
3.4	OVERVIEW.....	6
4.0	SIGNIFICANT REGIONAL INFRASTRUCTURE AND LAND USE ISSUES IN HAWKE'S BAY.....	7
5.0	CURRENT APPROACHES AND STRATEGIC POLICIES IN HAWKE'S BAY... 	13
5.1	THE 2005 TRIENNIAL AGREEMENT: HAWKE'S BAY.....	13
5.2	URBAN GROWTH.....	14
5.3	RPS AND REGIONAL PLANS	14
5.4	DISTRICT PLANS	15
6.0	EVALUATION OF CURRENT HAWKE'S BAY APPROACH	16
6.1	OVERALL ASSESSMENT.....	16
6.2	CURRENT APPROACH	17
6.3	HERETAUNGA PLAINS URBAN GROWTH	17
6.3.1	BACKGROUND.....	17
6.3.2	NAPIER AND HASTINGS PERSPECTIVES	18
7.0	CONCLUSIONS AND RECOMMENDATIONS	20

Appendices

APPENDIX A	LIST OF RELEVANT HAWKE'S BAY STRATEGIC AND PLANNING DOCUMENTS REVIEWED	
APPENDIX B	OVERVIEW OF RELEVANT PROVISIONS OF HAWKE'S BAY REGIONAL COUNCIL PLANNING DOCUMENTS REVIEWED	
APPENDIX C	OVERVIEW OF METHODS ADOPTED BY TERRITORIAL AUTHORITIES IN THE HAWKE'S BAY REGION	



REPORT INFORMATION		
© Environmental Management Services Limited 2007. This document and its contents is the property of Environmental Management Services Limited. Any unauthorised employment or reproduction, in full or in part, is forbidden.		
Status of Report	Final Report	
File Location	SGD207	
Our Ref	SGD207	
		Signatures
Author(s)	Janeen Kydd-Smith Rob van Voorthuysen	
Reviewer	Stephen Daysh	
Revision Dates	Authorised by:	



1.0 INTRODUCTION

The Resource Management Amendment Act 2005 (RMAA) came into force on 10 August 2005 and introduced a new function for regional councils relating to the strategic integration of infrastructure and land use through objectives, policies and methods.

The Hawke's Bay Regional Council wishes to determine what if any additional initiatives are required to implement the function. The purpose of this Scoping Report is to:

- discuss the background and scope of the new function under section 30(1)(gb)
- identify current infrastructure and related land use issues that are significant at a regional level in Hawke's Bay
- identify and discuss existing, relevant approaches and strategic policies developed and adopted by HBRC and the territorial authorities in the region to address infrastructural issues
- identify and discuss any gaps that exist between recognised issues and the current approaches and strategic policies adopted
- recommend a way forward.

2.0 BACKGROUND AND SCOPE OF NEW FUNCTION

The Resource Management Amendment Act 2005 (RMAA) came into force on 10 August 2005. S11(3) of the RMAA added section 30(1)(gb) to the Resource Management Act 1991 (RMA) which introduced a new function for regional councils. That function is:

“30 Functions of regional councils under this Act

(1) Every regional council shall have the following functions for the purpose of giving effect to this Act in its region:

(gb) the strategic integration of infrastructure with land use through objectives, policies and methods.”

Section 30(1)(gb) has several implications. Firstly the Regional Council needs to identify what the regionally significant infrastructure issues are within Hawke's Bay. Recognising that land use management is primarily a territorial authority function, the Regional Council then needs to assess if the existing and future provision of that infrastructure is constrained by existing land use controls contained within District Plans, or conversely if that infrastructure is imposing any inappropriate or significant adverse effects on existing landuse activities.

The concept of 'integration' is not new to the RMA. Section 30(1)(a) of the RMA already required the Regional Council to achieve 'integrated management' of natural and physical resources of the region. Physical resources can include



infrastructure and land but section 30(1)(gb) now unequivocally requires the Council to consider infrastructure issues.

However, the means of achieving any necessary enhanced integration are limited to provisions in the regional policy statement (RPS) – the Council has not been assigned the function of promulgating landuse rules to achieve section 30(1)(gb) outcomes. The Council's scope for making land use rules remains limited to the section 30(1)(c) functions which are:

- (c) the control of the use of land for the purpose of –
 - (i) soil conservation:
 - (ii) the maintenance and enhancement of the quality of water in water bodies and coastal water:
 - (iii) the maintenance of the quantity of water in water bodies and coastal water:
 - (iiia) the maintenance and enhancement of ecosystems in water bodies and coastal water:
 - (iv) the avoidance or mitigation of natural hazards:
 - (v) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances:

Also of relevance are new sections 67(3)I (in relation to regional plans) and 75(3)I (in relation to district plans) introduced by the RMAA. These specify that regional plans and district plans must now 'give effect to' regional policy statements from when a regional policy statement is next changed or reviewed (and made operative). This further strengthens the role of the RPS, and the requirement for integrated management through a hierarchy of plans.

The concept of '*strategic integration*' is also not new. Section 59 of the RMA, requires the Regional Council to provide in its RPS an 'overview' of the resource management issues of the region, and the policies and methods that will be used to achieve 'integrated management' and the purpose of the RMA. In doing so, section 62 of the RMA requires the Council to identify 'significant resource management issues for the region' in its RPS, including processes to deal with issues that cross local authority boundaries, and issues between territorial authorities, or between regions.

The fact that the "*integration of infrastructure with landuse*" has not been directly addressed to date in the RPS suggests that it is not a regionally significant issue in Hawke's Bay. There has certainly been the scope to address it prior to the RMAA.

The scope of the new section 30(1)(gb) function is informed by the definition of 'infrastructure' now included in section 2 of the RMA:

"infrastructure, in section 30, means-

- (a) pipelines that distribute or transmit natural or manufactured gas, petroleum, or geothermal energy:*



- (b) a network for the purpose of telecommunications as defined in section 5 of the Telecommunications Act 2001;*
- (c) a network for the purpose of radiocommunication as defined in section 2(1) of the Radiocommunications Act 1989;*
- (d) facilities for the generation of electricity, lines used or intended to be used to convey electricity, and support structures for lines used or intended to be used to convey electricity, excluding facilities, lines, and support structures if a person –*
 - (i) uses them in connection with the generation of electricity for the person's use; and*
 - (ii) does not use them to generate any electricity for supply to any other person:*
- (e) a water supply distribution system, including a system for irrigation:*
- (f) a drainage or sewerage system:*
- (g) structures for transport on land by cycleways, rail, roads, walkways, or any other means:*
- (h) facilities for the loading or unloading of cargo or passengers transported on land by any means:*
- (i) an airport as defined in section 2 of the Airport Authorities Act 1966:*
- (j) a navigation installation as defined in section 2 of the Civil Aviation Act 1990:*
- (k) facilities for the loading or unloading of cargo or passengers carried by sea, including a port related commercial undertaking as defined in section 2(1) of the Port Companies Act 1988:*
- (l) anything described as a network utility operation in regulations made for the purposes of the definition of "network utility operator" in section 166."*

The definition of infrastructure includes services provided by both the public and private sectors. Interestingly, the only infrastructure provided directly by the Regional Council would be rural drainage systems (item f). These systems are of vital importance to the productive capacity of the rural sector, and also to the growth of some existing urban areas, including in particular Hastings.

The Regional Council must now therefore, look ahead and take a strategic approach to the integration of infrastructure with landuse. In doing so, it is important to recognise the interrelationships that exist between infrastructure and landuse:

- infrastructure provides for the social, economic and cultural wellbeing, and for the health and safety of people and communities
- local landuse is the driver for some forms of infrastructure, whereas other forms are driven by regional or national prerogatives
- infrastructure can be important in ensuring that actual or potential adverse effects of land uses on the environment are avoided, remedied or mitigated
- infrastructure can have actual or potential adverse effects on land uses, and

- land uses can have adverse effects on infrastructure (including reverse sensitivity effects).

2.1 MINISTRY FOR THE ENVIRONMENT'S PERSPECTIVE

Since the RMAA was enacted, the Ministry for the Environment (MfE) has released a series of information sheets which are designed to help explain the amendments. While the views of MfE staff are not determinative they do provide some useful background information.

MfE considers that regional councils should co-ordinate with their associated territorial authorities to ensure the review of regional policy statements takes place before any district plans are reviewed. This would help with the sequencing of plans and avoid any unnecessary amendments to plans notified before a reviewed regional policy statement becomes operative.

Of relevance to this, clause 3A(1) of Part 1 of the First Schedule to the RMA specifies that all councils within a region must include in their triennial agreement (prepared under Section 15 of the Local Government Act 2002) an agreement on the consultation process to be used between them when a regional policy statement is reviewed, or when a change or variation is being prepared. This agreement must form part of the triennial agreement under section 15 of the Local Government Act 2002.

MfE have also advised that regional councils should consider the influences and impacts of infrastructure on urban form and how that then relates to land use policies. The intent is that land use policies will assist in ensuring that infrastructure is provided and maintained to meet the desired outcomes for the region (i.e. at a strategic and regional level). Urban form is to be addressed to the extent that it is of regional significance. This has occurred already in other regions (Auckland, Canterbury and Bay of Plenty) where the regional council has prepared a regional growth strategy. It is not intended that regional councils address the detail of urban design issues as these remain the responsibility of territorial authorities.

MfE considers that regional policy statements could play a role in setting the overall policy direction for, and coordination of, regionally significant infrastructure projects such as new roading and rail links. In that regard, potential overlaps with the Regional Land Transport Strategy are apparent. MfE consider that the RPS could also give clear direction to achieve the necessary degree of infrastructure standardisation across the region's TLA boundaries; however that would only seem relevant where territorial authorities have adjoining or contiguous urban areas.

3.0 APPROACHES OF OTHER REGIONAL AUTHORITIES

Prior to examining infrastructure issues with Hawke's Bay it is worthwhile reviewing what has occurred to date in other regions as this could possibly provide guidance to the approach that the Regional Council could take. The Auckland Regional Council (ARC), Environment Canterbury (Ecan) and Environment Bay of Plenty (EBoP) have all previously undertaken regional growth strategies. These all pre-dated the section 30(1)(gb) function.



3.1 AUCKLAND

The ARC needed to address urban growth as it's region contains seven territorial authorities that have contiguous urban areas. The region also faces enormous growth pressures. Significant infrastructure (bulk sewage and bulk water supply) is provided sub-regionally by Watercare Services. Unfettered urban growth was seen to be causing adverse effects on natural resources (primarily sensitive estuarine receiving environments) and infrastructure (particularly transport and network utility services including power, water and sewerage services).

As a consequence the Auckland Regional Growth Strategy 1999 (ARGS) was prepared by the Auckland Regional Growth Forum. The Forum is a Standing Committee of the ARC created under an amendment to the Local Government Act 1974, and consists of representatives of ARC and each of the region's territorial authorities. The outcomes sought by the ARGS were reflected in provisions in the Auckland RPS – primarily the establishment of Metropolitan Urban Limits (MUL) within which growth was directed to public transport nodes or hubs and outside of which urban growth was discouraged. The RPS also requires Catchment Management Plans and Structure Plans to be prepared by territorial authorities to guide the physical form of development and its necessary infrastructure.

The need to better integrate landuse and urban growth with transport recently resulted in the Local Government (Auckland) Amendment Act 2004 (LGAAA), which required each Auckland local authority to prepare and publicly notify proposed land transport and land use changes to their planning documents by 31 March 2005. These changes were to give effect, in an integrated manner, to the ARGS.

The issues and pressures that drove the Auckland approach are not present in Hawke's Bay. Consequently, the Auckland model does not provide a suitable role model for Council to adopt.

3.2 CANTERBURY

The Canterbury RPS identifies regionally significant infrastructure, including Lyttleton Port, Timaru Port, and Christchurch International Airport. The RPS recognises the need for district plans to utilise compatible land use planning techniques to avoid effects of urban development on such infrastructure (including reverse sensitivity effects).

In 2006 Ecan, in collaboration with Christchurch City Council (which includes Banks Peninsular District), Waimakariri District Council, Selwyn District Council, Transit New Zealand, Iwi, the Parliamentary Commissioner for the Environment, and other community stakeholders publicly notified the "Greater Christchurch Urban Development Strategy and Action Plan" (GCUDS). This is a non-RMA strategic planning document relating to a sub-regional area of the Canterbury region, which includes parts of Waimakariri, Selwyn District and the urban areas of Christchurch.

The purpose of the document is to manage urban growth. It provides a strategic direction for the councils to address urban growth issues under their various statutory requirements, including the RMA, Local Government Act 2002 (LGA), and the LTMA. The document is very comprehensive and considers all aspects of demand for urban growth, including health, education, social, economic, and culture.



Ecan intends to add a new chapter to the RPS on urban growth, settlement patterns and infrastructure to cover the Greater Christchurch area. A map will be included setting out urban limits and the sequence of urban development, which will be tied to the provision of infrastructure for transport, stormwater and sewerage. The territorial authorities' district plans will also be amended to ensure rezoning of urban land is in accordance with the RPS map.

As with Auckland, the Christchurch initiative appears to be driven by urban growth pressures within and between contiguous territorial authority urban areas. Again these pressures do not exist within Hawke's Bay.

3.3 BAY OF PLENTY

EBOP's RPS was amended in 2005 to include provisions relating to growth management as part of implementing the Western Bay of Plenty SmartGrowth Strategy 2004. The strategy is a non-RMA document developed jointly by EBOP, Tauranga City Council, Western Bay of Plenty District Council, and Tangata Whenua. It is a 50-year vision and strategy to manage the urban growth specifically in the Western Bay of Plenty, which is to be achieved by integrating the various requirements of the RMA, LGA and the LTMA. The RPS manages urban growth by sequencing subdivision, use and development, and by integrating the long-term planning and funding mechanisms of local authorities, central government agencies, and network utility providers and operators. The RPS includes maps that set urban limits for the Western Bay of Plenty area.

District plans in the region are to provide for rezoning and new subdivision, use and development so that it is sequenced and timed to support and be co-ordinated with the development, funding and provision of infrastructure servicing in the area. Territorial authorities are required to develop Structure Plans for urban developments that show the location of arterial roads and infrastructure, and linkages to cycleways, walkways and passenger transport. They are also required to show how adverse effects on infrastructure will be avoided, remedied or mitigated.

District plans are also required to control the density of development by complying with minimum Net Yield of Dwellings per hectare limits in the RPS. They must also identify infrastructure corridors potentially affected by urban growth and establish objectives, policies and methods to manage such effects.

The approach adopted by EBOP is similar to ARC's and Ecan's and it too was driven by multi-territorial authority urban growth pressures on infrastructure. Again these pressures do not appear to be present in Hawke's Bay.

3.4 OVERVIEW

Having briefly assessed the pressures driving the regional level urban growth initiatives in other areas, it is clear that the same intensity of pressures is not prevalent in Hawke's Bay. However, that is not to say that those pressures are totally absent. Hawke's Bay is facing some urban growth issues involving residential, commercial and industrial activities, particularly in the Heretaunga Plains. We discuss this specific matter further in section 6.3 of this Report.



4.0 SIGNIFICANT REGIONAL INFRASTRUCTURE AND LAND USE ISSUES IN HAWKE'S BAY

Having examined the scope and background to the new section 30(1)(gb) function, and the strategic approaches taken by some other regional councils, we now examine the situation in Hawke's Bay.

The first step is to identify issues that could possibly warrant Regional Council intervention in terms of its section 30(1)(gb) function.

Chapter 3.1 of the Hawke's Bay Regional Policy Statement (included within the operative Hawke's Bay Regional Resource Management Plan 2006) defines a 'regionally significant issue' as one that satisfies one or more of the following criteria:

- "(a) Widespread problem – A problem which is relevant throughout the region, possibly crossing local authority boundaries.*
- (b) Scarce resource – The existence of a natural or physical resource that is scarce, rare or unique, and/or under threat. Scarce resources encompass internationally and nationally recognised resources (including resources that are nationally significant in accordance with section 6 of the RMA). They also include physical resources that have particular locational requirements or that form interlinked networks and natural resources that become scarce through unsustainable use.*
- (c) Resource use conflict – The presence of, or potential for, significant conflicts in resource use.*
- (d) Cumulative impact – The presence of, or potential for, significant cumulative impacts arising from resource use."*

This definition is useful in identifying significant regional issues relating to the strategic integration of infrastructure and land use.

A number of relevant regional and district planning and strategic documents in Hawke's Bay have been reviewed to identify significant land use and infrastructure issues in the Hawke's Bay Region. The review has included documents relating to Hawke's Bay Regional Council (HBRC), Napier City Council (NCC), Wairoa District Council (WDC), Hastings District Council (HDC), and Central Hawke's Bay District Council (CHBDC). A full list of the documents reviewed is provided in Appendix A to this report.

A summary of issues drawn from these documents is contained in Table 1 below, together with an assessment of whether or not they comprise a regionally significant issue in terms of the criteria listed in section 4. An assessment is then made of whether the issue warrants Regional Council intervention. The assessment column in the Table is based on the need for Regional Council intervention in terms of section 30(1)(gb) of the RMA and whether or not the issue (if it is regionally significant) could be resolved through the promulgation of additional RPS objectives and policies as envisaged by section 30(1)(gb).

Wider RMA issues related to urban growth on the Heretaunga Plains are discussed in section 6.2.



Table 1: Assessment of Identified Issues

ISSUE	ASSESSMENT
WATER SUPPLY	
<p>Increased costs to communities due to the need to meet New Zealand Drinking Water Standards, especially for small rural and coastal communities.</p> <p>Lack of water services infrastructure (i.e. reticulated water supplies) in small rural and coastal communities may stifle further growth or intensification of development in communities unable to get water.</p>	<p>Possibly regionally significant [criteria (a)] No need for RC intervention in terms of infrastructure management. TA service provision issue.</p> <p>Not regionally significant No need for RC intervention in terms of infrastructure management. TA service provision issue.</p>
WASTEWATER	
<p>Insufficient capacity of wastewater infrastructure is constraining further infill urban development in Napier City, including industrial development.</p> <p>Discharges of contaminants, including cumulative effects, of domestic sewage discharges from un-serviced communities on the quality of natural water resources.</p> <p>Demand from urban growth placing pressure on the capacity of existing sewer infrastructure.</p>	<p>Not regionally significant No need for RC intervention in terms of infrastructure management. TA service provision issue.</p> <p>Regionally significant [criteria (a) and (d)] No need for additional RC intervention in terms of infrastructure management. Already being managed under existing RC regulatory, advocacy and educational initiatives.</p> <p>Not regionally significant No need for RC intervention in terms of infrastructure management. TA service provision issue.</p>
STORMWATER	
<p>There is confusion about whether it is the responsibility of the Regional Council or the TLAs to manage drainage systems in the urban areas of the region.</p> <p>Limited capacity of existing drainage systems can restrict urban growth and intensification (e.g. in Havelock North)</p>	<p>Not regionally significant. Not an RMA issue. Resolution of problem can occur through discussions.</p> <p>Possibly regionally significant [criteria (c) and (d)]. Possible need for RC intervention, but in terms of service provision and not RMA objectives or policies.</p>



ISSUE	ASSESSMENT
<p>Contamination of stormwater discharges in urban areas, and potential cumulative effects on quality of natural water resources.</p>	<p>Regionally significant [criteria (a) and (d)]. No need for additional RC intervention in terms of infrastructure management. Managed under existing RC regulatory, research, advocacy and educational initiatives.</p>
AIRPORT AND SEA PORT	
<p>The Hawke's Bay Airport and the Port of Napier are significant regional infrastructural resources, important to the social and economic wellbeing of the region, and need to be able to be maintained and enhanced (including the extension of the airport runway), and protected from adverse effects of other incompatible land use activities establishing nearby (i.e. reverse sensitivity effects).</p>	<p>Regionally significant [criteria (b) and (c)] No need for RC intervention in terms of infrastructure management. Assets are publicly owned and their on going operation and/or expansion are in the hands of their share holdings councils (together with Government in terms of the airport).</p>
ROADING	
<p>Need to maintain good freight links between industrial areas of Napier and Hastings and the Port of Napier.</p>	<p>Possibly regionally significant [criteria (b)] No need for RC intervention in terms of infrastructure management. Not an RMA issue. Currently dealt with under RLTS, RLT Committee and actions of road controlling authorities.</p>
<p>Need to ensure that key road routes out of the region, such as the Manawatu Gorge and the Napier-Taupo Road are well maintained to prevent limitations in access to and from the region.</p>	<p>Ditto.</p>
<p>Pressure on the capacity and standards of roads in the region to accommodate traffic from new lifestyle development in rural areas and coastal settlements.</p>	<p>Ditto.</p>
<p>Pressure from tourism development to upgrade some non-State Highway roads in the region (e.g. the Napier-Taihape Road).</p>	<p>Ditto.</p>
RAIL	
<p>Poor condition of rail links north of Napier along the east coast limits access to and from Wairoa. There is also a need to determine the long term role and potential of the rail network in the region.</p>	<p>Possibly regionally significant [criteria (b)] No need for RC intervention in terms of infrastructure management. Not an RMA issue. Currently dealt with under RLTS, RLT Committee and actions of OnTrack.</p>

ISSUE	DISCUSSION
COASTAL DEVELOPMENT	
<p>Increased coastal development in a number of coastal settlements in the region (such as Mahia, Waimarama, Mahanga, Ocean Beach, Haumoana, Te Awanga and coastal settlements in Central Hawke's Bay) is placing a strain on district roading networks and the capacity of existing community infrastructure (including water supply and community wastewater treatment) to accommodate increased traffic volumes and increased (and often seasonal peaks in) service demand.</p>	<p>Possibly regionally significant [criteria (b), (c) and (d)] No need for RC intervention in terms of infrastructure management. Transport matters currently dealt with under RLTS, RLT Committee and actions of road controlling authorities. Water supply and wastewater are TA service provision issues. Effects of those activities are already regulated by the RC under the RMA.</p>
<p>Failing septic tanks in coastal settlements are impacting on coastal water quality.</p>	<p>Regionally significant [criteria (a) and (d)] No need for RC intervention in terms of infrastructure management. Wastewater is a TA service provision issue. Effects of those activities are already regulated by the RC under the RMA. RC also provides educational and financial support.</p>
<p>Ad-hoc development of infrastructure in the coastal areas can adversely affect natural character values of the coastal environment.</p>	<p>Regionally significant [criteria (a), (c) and (d)] No need for RC intervention in terms of infrastructure management. Matter being managed by territorial authority structure planning processes (Mahia, Mahanga, Ocean beach).</p>
<p>High cost of private sector infrastructure is placing increasing financial burden on small, isolated coastal communities.</p>	<p>Not regionally significant. Not an RMA issue.</p>

ISSUE	DISCUSSION
INDUSTRIAL/COMMERCIAL DEVELOPMENT	
<p>Lack of available land in Napier City for new industrial and commercial development. Napier City Council's Study of Supply of Industrial Land (March 2003) concluded that there is likely to be only enough land to cater for industrial development in the City until 2009 (based on the rates of uptake of industrial land).</p> <p>The need to provide industrial areas to meet emerging international standards for modern business parks.</p> <p>The need to control industrial site sizes in industrial areas to encourage medium to large industry to locate in the region.</p> <p>Cost of infrastructure associated with stand alone large format retail developments on the periphery of urban areas.</p>	<p>Possibly regionally significant [criteria (c)]. No need for RC intervention in terms of infrastructure management as supply of industrial land is dealt with under NCC and HDC land use planning activities and infrastructure service provision.</p> <p>Ditto</p> <p>Not regionally significant. Not an RMA issue. Better dealt with by Hawke's Bay Economic Development Agency activities.</p> <p>Not regionally significant. No need for RC intervention in terms of infrastructure management. TA service provision issue.</p>
RESIDENTIAL DEVELOPMENT	
<p>There is a need to control the location and rate of residential infill and greenfields development to match the ability to provide and fund the cost of infrastructure.</p> <p>Infill residential development in some suburbs of urban areas in the Hastings District is not occurring where infrastructural capacity exists (e.g. due to lack of urban renewal initiatives and incentives) [Refer to Interim Hastings Urban Development Strategy Demand Review, August 2005]</p> <p>Poor infrastructure in small communities (such as Bridge Pa) is limiting ability to meet Maori housing needs. [Refer to Interim Hastings Urban Development Strategy Demand Review, August 2005]</p>	<p>Possibly regionally significant [criteria (c) and (d)]. No need for RC intervention in terms of infrastructure management as supply of residential land is dealt with under NCC land use planning activities, structure planning, and infrastructure service provision.</p> <p>Not regionally significant. HDC land use planning and service provision issue.</p> <p>Not regionally significant. Not an RMA issue. TA service provision issue.</p>



ISSUE	DISCUSSION
Information on 'region-wide demand' for residential demand and development and its implications on each District is currently dispersed, and there is little inter-District co-ordination. [Refer to Interim Hastings Urban Development Strategy Demand Review, August 2005]	Not regionally significant. Better dealt with by Hawke's Bay Economic Development Agency activities.
ENERGY	
The need to secure reliable and adequate sources of energy (particularly electricity and gas) as required for the region, including new or expanded energy sources based on renewable supplies (e.g. wind farms). [Refer to Hawke's Bay Regional Council Long Term Council Community Plan, 2006-2016].	Not regionally significant. Private sector service provision issue.
CLIMATE CHANGE	
Potential effects of climate change on location and design of regionally significant infrastructure, including effects of increased frequency of large rainfall events, coastal erosion, sea level rise, and inundation.	Regionally significant [criteria (a), (c) and (d)] No need for RC intervention in terms of infrastructure management. Possible need for enhanced RC guidance on appropriate standards and climate change scenarios in line with Government initiatives. This guidance could reside with the RPS ¹ .
TELECOMMUNICATIONS	
Service access difficulties, including limited cell phone coverage in some parts of the region. Low levels of community internet access, slow connection speeds, lack of broadband access and unreliable service in some areas.	Not regionally significant. Private sector service provision issue. Ditto.

¹ Although that may fall outside the strict scope of section 30(1)(gb).

As can be seen from Table 1, in terms of the issues that have been previously identified in existing Hawke's Bay documents, only the impacts of climate change possibly warrant some additional Regional Council intervention through additional objectives and policies in the RPS. The intention of that additional policy guidance would be to provide enhanced certainty to developers regarding what provision they should be making for climate change when planning and designing their developments.

However, it is acknowledged that existing Regional Council RMA plans already provide for climate change (such as the coastal hazard zones in the Coastal Environment Plan). Notwithstanding, it is recommended that:

- (i) Council staff investigate whether additional RPS level guidance on climate change is potentially required in terms of integrating infrastructure with landuse.

5.0 CURRENT APPROACHES AND STRATEGIC POLICIES IN HAWKE'S BAY

Having defined the range of infrastructural issues facing Hawke's Bay we now examine the strategic management approach that is currently in place.

There are a number of relevant strategic and planning documents that have been developed in the Hawke's Bay by Council and the territorial authorities. These documents are identified in Appendix A of this report.

The documents represent a hierarchy of plans developed in Hawke's Bay under the RMA and LGA. An exception is the Hawke's Bay Economic Development Strategy 2002 which was prepared by Hawke's Bay's Economic Development Agency (Vision 2020) and funded by Industry New Zealand. An outcome of this strategy was the formation of a new economic development agency (Hawke's Bay Incorporated) which is funded by HBRC and the region's territorial authorities. Its role is to oversee the implementation of the strategy, including lobbying for ongoing improvement to the region's telecommunications infrastructure, rail services, and state highway access.

Another exception is the Hawke's Bay Regional Land Transport Strategy (RLTS). This strategy must take into account the provisions of the LTMA, and its purpose is to plan for the future needs of the region's transport with the focus being on efficiency, effectiveness, safety, environmental effects, funding and administration. The strategy looks at all forms of land transport in the region, including cars, cycles, public transport, trucks, and rail. The RLTS must not be inconsistent with the RPS or any regional or district plans. The Regional Council must implement the RLTS through its regional land transport programme, and district land transport programmes prepared by the territorial authorities must not be inconsistent with the RLTS. The RLTS is currently being reviewed and a new one was expected to be publicly notified in March 2007.

5.1 THE 2005 TRIENNIAL AGREEMENT: HAWKE'S BAY

The HBRC and territorial authorities in the region are signatories to the Triennial Agreement: Hawke's Bay developed under the LGA. It applies for the current local government term and contains protocols for communication and co-ordination among the councils, as well as a statement of the



consultation process that will be followed if HBRC proposes any new activities. The agreement also provides a forum for the councils to share resources (including information), to jointly identify community outcomes for their LTCCPs, to develop joint approaches to engage Government agencies and other organisations, and to make any draft strategies, policies or plans available to each other for discussion and development where there may be regional implications. The agreement is currently in the process of being modified to meet the requirements of Section 3A in Schedule 1 of the RMA relating to preparing, reviewing or making changes to the RPS.

5.2 URBAN GROWTH

There is currently no overall urban growth strategy for Hawke's Bay. Various elements of urban growth have instead been addressed through a number of separate strategies undertaken by the territorial authorities. The strategies identify the extent and location of future residential, rural-residential, commercial and industrial expansion and intensification.

Each strategy has been implemented through relevant changes to each territorial authorities' district plan, including the rezoning of land and the development of structure plans to guide future subdivision and development (including the provision of infrastructure) such as the Arataki and Lyndhurst New Urban Development Areas in Havelock North and Hastings, Lagoon Farm in Napier, and the coastal settlements of Mahia Beach, Mahanga, Waimarama, Te Awanga and Haumoana. These structure plans are used by the territorial authorities to determine appropriate levels of financial contributions to take under section 108 of the RMA, and to plan for the funding and provision of infrastructure through their LTCCPs.

The approach outlined above reflects the fact that Hawke's Bay does not have contiguous urban areas under the jurisdiction of different territorial authorities (such as does occur in Auckland, Christchurch and Western Bay of Plenty). Each Hawke's Bay territorial authority therefore integrates the provision of public infrastructure and landuse within its own jurisdiction. Similarly private sector infrastructure providers react to market demand for their services.

Wider RMA issues relating to Heretaunga Plains urban growth are discussed in section 6.2 of this report.

5.3 RPS AND REGIONAL PLANS

An outline of the relevant provisions of the regional planning documents is provided in Appendix B.

The RPS provides some direction on what infrastructure is considered to be regionally significant (as outlined in paragraph 4.1 of this report) and it recognises the role that the Regional Council has in ensuring that these resources (including the publicly owned Napier Airport and the Port of Napier) are maintained and enhanced. The RPS also recognises:

- the importance of maintaining and developing the region's energy resources and providing for the distribution of energy (such as electricity and gas) which is essential to supporting the region's economic wellbeing



- the location requirements of communication facilities and the inability sometimes to avoid or mitigate adverse effects on the environment without affecting the efficiency and effectiveness of the infrastructure, and
- that major industries represent large investments and integrated economically and physically with the region's transport, energy and communications infrastructure.

The RPS recognises that the primary responsibility for traditional infrastructure (water, sewerage, drainage, roading) rests with the territorial authorities. The role of the Regional Council is primarily seen as being a source of information and facilitator of liaison, and an advocate to promote the development of regionally significant infrastructure.

The RRMP recognises the importance of avoiding or mitigating nuisance effects arising from the location of conflicting land use activities. It states that the Regional Council's role is to liaise with the territorial authorities to ensure appropriate provisions are included in their district plans to recognise and protect the ongoing function and operation of existing and future infrastructure.

The Proposed Regional Coastal Environment Plan (PRCEP) recognises (through the requirement of restricted discretionary consents) that new infrastructure, including Network Utilities, should not be located in coastal hazard areas where they may be subject to coastal erosion and inundation, although the continued use and protection of essential infrastructure and services in coastal hazard areas needs to be provided for, where no reasonable alternative location or service delivery option exists (refer to Policy 15-1 of the Coastal Plan).

5.4 DISTRICT PLANS

The territorial authorities' District Plans include standards and terms relating to infrastructure which:

- control the bulk and location of infrastructure to avoid adverse effects on land uses. These standards vary between the territorial authorities.
- provide guidelines and/or standards for the design and construction of infrastructure in Engineering Codes of Practice
- avoid adverse effects of land uses on significant regional infrastructure, such as controlling the subdivision, use and development of land surrounding Napier Airport, requiring the acoustic treatment of noise sensitive activities adjacent to the Port of Napier, and requiring setbacks for development from regional arterial roads, and
- designate land for network utility operations.

An overview of the various methods adopted by the territorial authorities in their district plans is provided in Appendix C of this report.



6.0 EVALUATION OF CURRENT HAWKE'S BAY APPROACH

6.1 OVERALL ASSESSMENT

A comparison of the previously identified infrastructure issues within Hawke's Bay (section 4) with the current management approach (section 5) reveals few if any gaps that would warrant a major departure from the current management approach adopted by the Hawke's Bay local authorities. This conclusion is reinforced below by considering each separate component (a) to (k) of the definition of "infrastructure" in Section 2 of the RMA.

Infrastructure components (a) to (d) [energy, telecommunications, radio communications]

These are provided by the private sector in response to market demand and the territorial authorities' District Plans already accommodate those activities through permissive landuse controls.

Infrastructure components (e) and (f) [water supply, drainage and sewerage]

These are provided for each urban area by the territorial authorities or in the case of rural drainage by the Regional Council (in some defined scheme areas only). In rural and coastal areas that are remote from the main urban centre individual households provide their own services and infrastructure. In these remote areas the Regional Council is the regulatory authority for the individual water takes² and wastewater discharges. Previous uncertainty over respective council roles regarding drainage have been clarified and agreed. Urban Havelock North and urban Hastings are now managed by the Hastings District Council.

Infrastructure components (g) and (h) [transport and cargo handling]

These are well catered for under the RLTS and the activities of the region's road controlling authorities (Transit NZ and the territorial authorities) and OnTrack. There is already a very high degree of integrated management occurring with regard to transport provision and existing landuse planning procedures (such as notices of requirement or designations) cater well in terms of integrating the effects of transport on landuse and vice versa.

Infrastructure components (i) to (k) [airports and commercial ports]

These do not raise any relevant issues for Hawke's Bay. Both Hawke's Bay Airport and the Port of Napier are publicly owned facilities that appear to be catering well for existing demand. Should the demand for these services and facilities increase in the future then their expansion is in the hands of their local authority sharing holding owners³. The impacts of these activities are managed under District and Regional Plan provisions and their integration with road and rail transport networks is already provided for and is facilitated by the RLTS and the activities of the Regional Council's Regional Land Transport Committee.

The RLTS is, of course, not an RMA process, but it does assist in achieving some consistency between the provisions of the RPS, relevant regional plans, and district plans on regional transportation matters (such as adoption and implementation of the regional roading hierarchy). The Hawke's Bay

² Noting that the taking of water for an individual's domestic needs is permitted under the RMA.

³ It is acknowledged that Hawke's Bay Airport is part owned by the Government.



Regional Transport Study 2004, which fed into the RLTS, is also a good example of the Regional Council, Hastings District Council and Napier City Council working together to address transportation issues on the Heretaunga Plains.

6.2 CURRENT APPROACH

The RPS is already consistent with the RMAA and the new Section 30(1)(gb) of the RMA in that it recognises responsibility for controlling infrastructure and land use rests with the territorial authorities. It states that the Regional Council will support and assist the territorial authorities by setting up protocols and systems for information gathering and sharing, joint hearing opportunities, and dealing with wastewater treatment and stormwater control issues. The Regional Council will also liaise with Government and other agencies on issues relating to significant regional infrastructure. Another form of assistance is to provide interest-free loans to territorial authorities to enable them to upgrade from on-site to reticulated wastewater systems in coastal and rural settlements (refer to the HBRC's LTCCP 2006-2016). The Regional Council may also be involved in the preparation of structure plans in terms of its regulatory role of controlling discharges of contaminants to air, land, and water (such as from reticulated wastewater and stormwater disposal systems to service new urban development areas).

The preparation and inclusion of structure plans in District Plans for urban development areas (including coastal settlements such as those at Ocean Beach or Mahia) is consistent with methods adopted by ARC, EBOP and Ecan to achieve integration of infrastructure and land use at a local level.

Infrastructure issues potentially deriving from rural land use changes include land use intensification, the expansion of dairying into non-traditional dairying areas, the projected growth or decline of forestry in the region and the ongoing conversion of farming areas into lifestyle blocks. However, these matters are already being dealt with by the Regional Council's management of water resources and the integrated transport management function of the RLTS and Regional Land Transport Committee.

Urban growth issues in Wairoa and Central Hawke's Bay are localised and it is difficult to see any rationale for Regional Council intervention in the territorial authorities' land use management of those issues. It is acknowledged that the Regional Council has usefully provided assistance (regulatory, technical and financial⁴) with the management of on-site wastewater issues in some Wairoa coastal settlements.

6.3 HERETAUNGA PLAINS URBAN GROWTH

6.3.1 BACKGROUND

In terms of possible gaps the existing Hawke's Bay RPS does not provide any strategic direction on urban growth in the region, or policies and methods to manage it (such as the establishment of urban limits, identification of new growth areas, or areas for urban intensification). The reason for that is that there has been no need to do so in the past. Urban growth, and the

⁴ Through the provision of interest free loans for upgrading communities from individual on-site wastewater systems to community scale reticulated schemes.



pressures it places on natural resources and infrastructure, has been adequately managed by each territorial authority.

However, within the Heretaunga Plains there is a greater degree of commonality of issues, as although the Napier and Hastings territorial authorities' urban areas are not contiguous (such as they are in Auckland, Christchurch and Wellington) they are located reasonably close together and it is probable that the "market" views them collectively in terms of supply and demand for industrial, commercial or residential land for example.

This potential issue is highlighted by the fact that while the Napier City Council and Hastings District Council have developed a series of strategies to address various elements of urban growth, they have been developed independently of one another.

The lack of information on region-wide residential demand and lack of inter-district co-ordination is an issue that has been identified in the Interim Hastings Urban Development Strategy Demand Review 2005. Hastings District Council (HDC) has, in response to this, resolved (in September 2005) to promote a Regional Growth Strategy, with the review of Hastings Urban Development Strategy as a subset of it. HDC has initiated discussions with other territorial authorities in the region to determine their support for such a strategy. HDC envisages that the strategy would at least involve the Regional Council, Napier City Council, and Central Hawke's Bay District Council and could look at residential, lifestyle and industrial growth. HDC considers that such a strategy would have a number of benefits, including addressing cross-boundary issues (roading and servicing), and providing Regional Council input on servicing and hazards (e.g. Karamu Stream constraints).

The concerns of the HDC indicate that it would be beneficial to investigate whether there is a need for the enhanced integration of urban growth planning on the Heretaunga Plains. This would not be driven by significant infrastructural issues but it would instead relate to the existing Regional Council section 30(1)(a) function and the section 7(b) directive [emphasis added]:

- 30(1)(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region:
- 7(b) In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to –
 - (b) the efficient use and development of natural and physical resources:

It is possible that the current relatively independent approach of the territorial authorities to urban planning within the Heretaunga Plains is not leading to the optimum integrated management of natural and physical resources, nor to their efficient use and development.

6.3.2 NAPIER AND HASTINGS PERSPECTIVES

As part of the preparation of this report these Heretaunga Plains issues were discussed with senior planning staff from both the Napier and Hastings



territorial authorities⁵. There was strong support for a more integrated and inter-council partnership approach to planning for development on the Heretaunga Plains, with the RLTS transportation study process being cited as a good example to follow.

Staff at both the Wairoa and Central Hawke's Bay District Councils were also approached for comments but they had none to offer.

HDC staff reinforced their support for a Heretaunga Plains growth strategy based on a regional approach and involving the Regional Council, HDC, NCC and possibly even Central Hawke's Bay District Council⁶ (CHBDC). The joint strategy could cover a range of matters including demographic studies and residential market preference surveys and growth assessments. They noted that while there was currently enough residential land in Hastings to meet anticipated demand for the next 12 to 17 years, there was a long lead time involved in establishing planning provisions for new areas, and that these were ideally based around deferred zonings that were uplifted when triggered by infrastructure needs.

HDC staff noted that the Hastings Urban Development Study (HUDS) demand analysis last undertaken in 2005 was programmed for a full review in the 2007/08 financial year.

NCC staff noted that NCC had made budgetary provision for a future integrated growth strategy with the strategy being timed to commence after the October local body elections. They thought that it was generally accepted that Hastings and Napier tended to cycle through residential growth spurts and it was important that people were provided with reasonable amount of choice about where they wished to reside.

Based on our consultation and review of literature undertaken to date there appears to be a range of questions that might very usefully be addressed in such a joint strategy, including:

- Should Napier provide for more heavy industrial land (that is appropriately serviced for dealing with trade wastes and that can cater with developments of up to two or three hectares in size) or instead direct that demand to Whakatu;
- Is currently zoned industrial land in Napier located in close proximity to the Ahuriri Estuary better suited to apartment type developments with any displaced industrial uses relocating to Whakatu;
- Does the combined pool of available and future residential land provided for in Napier and Hastings undersupply or oversupply market needs;
- Is urbanisation of the rural fringes of Hastings and Napier being adequately catered for;
- Is enough land being set aside, perhaps under deferred zonings with provision for associated future structure plans, for residential growth over the medium to long term;
- Are the needs of the Heretaunga Taiwhenua being adequately catered for in terms of Maori housing;

⁵ Mark Clews from HDC and Alastair Thompson, John O'Shaughnessy and Dean Moriarty from NCC

⁶ Due to the growing amount of daily commuter traffic from Waipawa and Waipukurau to Hastings.



- Over the medium to long term, are there benefits in a combined Hastings and Napier wastewater treatment scheme;
- Over the medium to long term, should “big box” retail be provided for in both cities or at some mutually convenient location in between the cities (noting that recent studies had indicated that both Napier and Hastings can support their own developments and the main industry participants appear to have two store strategies for the Napier and Hastings combined market);
- Over the medium to long term, could the drainage assets of the Heretaunga Plains be better managed and integrated with urban growth, noting that the drainage system is a factor constraining growth and the entire system pivots around the Karamu Stream system.

Consequently, it is recommended that the Regional Council commits to participating in a Heretaunga Plains urban growth strategy in partnership with the Napier City Council and Hastings District Council and possibly also the Central Hawke's Bay District Council..

The strategy could be initiated by way of inter-council discussions held under the umbrella of the negotiations for the next Triennial Agreement, noting that local body elections occur in October 2007 and a new Agreement will be required thereafter.

If a joint Heretaunga Plains urban growth strategy does proceed there are a number of matters should be provided for:

- HBRC needs to make budget provision for participating in the strategy in the 2007-2008 financial year;
- The strategy should be timed to commence after the October 2007 local body elections;
- The forward planning time horizon for the strategy should be at least 40 years;
- A comprehensive scope and associated Brief for the strategy should be prepared and agreed to by the three participating councils;
- The strategy should be supported by a Technical Steering Group of staff and a Policy Overview Steering Group comprising councillors from the participating councils.

7.0 CONCLUSIONS AND RECOMMENDATIONS

An examination of the infrastructure issues facing Hawke's Bay and an evaluation of the current management response of the Regional Council and the region's territorial authorities has not revealed a need for additional Council intervention in terms of the delivery of the Regional Council's relatively new RMA section 30(1)(gb) function, other than possibly in terms of additional guidance on climate change⁷.

⁷ Although that may fall outside the scope of section 30(1)(gb)



Hawke's Bay is simply not facing the same scale and intensity of urban growth issues that have prompted regional level urban growth strategies in other areas such as Auckland, Christchurch and the Western Bay of Plenty.

However, there is an opportunity for enhanced urban growth planning on the Heretaunga Plains, particularly in terms of the forward provision of industrial, commercial and residential land,. The need for this would be directed by existing RMA section 30(1)(a) and 7(b) requirements. The Regional Council should actively participate in such a strategy in partnership with the Napier City Council, the Hastings District Council and possibly the Central Hawke's Bay District Council.

Consequently it is recommended that:

- (i) Regional Council staff investigate whether additional RPS level guidance on climate change is potentially required in terms of integrating infrastructure with landuse.
- (ii) The Regional Council commits to participating in a Heretaunga Plains urban growth strategy in partnership with the Napier City Council, Hastings District Council and possibly Central Hawke's Bay District Council.
- (iii) The Regional Council consider initiating the strategy by way of inter-council discussions held under the umbrella of the negotiations for the next Triennial Agreement, noting that local body elections occur in October 2007 and a new Agreement will be required thereafter.
- (iv) If a joint Heretaunga Plains urban growth strategy does proceed a number of matters should be provided for:
 - HBRC needs to make budget provision for participating in the strategy in the 2007-2008 financial year;
 - The strategy should be timed to commence after the October 2007 local body elections;
 - The forward planning time horizon for the strategy should be at least 40 years;
 - A comprehensive scope and associated Brief for the strategy should be prepared and agreed to by the three participating councils;
 - The strategy should be supported by a Technical Steering Group of staff and a Policy Overview Steering Group comprising councillors from the participating councils.

APPENDIX A

LIST OF RELEVANT HAWKE'S BAY STRATEGIC AND PLANNING DOCUMENTS REVIEWED



Relevant Hawke's Bay Strategic and Planning Documents

<p>Regional Strategic/Collaborative Level</p>	<ul style="list-style-type: none"> • 2005 Triennial Agreement: Hawke's Bay Region • "Collaborating for Community Prosperity": Hawke's Bay Economic Development Strategy 2002 • Hawke's Bay Regional Land Transport Strategy • Hawke's Bay Draft Regional Land Transport Strategy, February 2007 • Hawke's Bay Regional Transport Study 2004
<p>Hawkes Bay Regional Council</p>	<ul style="list-style-type: none"> • Hawke's Bay Regional Council Long Term Council Community Plan 2006-2016 • Operative Hawke's Bay Regional Resource Management Plan (includes the Hawke's Bay Regional Policy Statement) (August 2006) • Hawke's Bay Proposed Coastal Environment Plan (2006)
<p>Hastings District Council</p>	<ul style="list-style-type: none"> • Hastings Long Term Council Community Plan 2006-2016 • Operative Hastings District Plan (2003) • Hastings Urban Development Strategy 1993 (and its review in 1999) • Hastings District Council Engineering Code of Practice for Subdivision and Land Development 1997 • Hastings CBD Strategy 2000 • Hastings Coastal Environment Strategy 2000 • Low Density Residential Strategy 2000 • Towards Better Cycling: The Hastings Cycling Strategy 2001 • Hastings Proposed Industrial Expansion Strategy 2002 • Clive Urban Development Strategy 2002 • Hastings Commercial Zone Review and Large Format Retail Strategy 2003-2023 • Hastings Walking Strategy 2004 • Interim Hastings Urban Development Strategy Demand Review 2005
<p>Napier City Council</p>	<ul style="list-style-type: none"> • Napier City Council Long Term Council Community Plan 2006-2016 • Proposed Napier City District Plan • Napier City Council Urban Growth Strategy Review 1999 • Napier City Council Industrial Review 1999 • "Bike It": The Napier Cycling Strategy 2001 • Napier City Council Essential Services Development Plan 2002 • Napier City Council Study of Supply of Industrial Land 2003 • Retail Strategy for Napier 2003 • Napier City Council: The Way Forward 2001-2004 – out of date? • Napier City Council Water and Sanitary Services Assessment 2005
<p>Wairoa District Council</p>	<ul style="list-style-type: none"> • Wairoa District Council Long Term Council • Operative Wairoa District Plan

	<ul style="list-style-type: none">• Wairoa Coastal Strategy 2004
Central Hawke's Bay District Council	<ul style="list-style-type: none">• Central Hawke's Bay District Council Long Term Council Community Plan 2006-2016• Operative Central Hawke's Bay District Plan



APPENDIX B

OVERVIEW OF RELEVANT PROVISIONS OF HAWKE'S BAY REGIONAL COUNCIL PLANNING DOCUMENTS



HAWKE'S BAY REGIONAL COUNCIL LONG TERM COUNCIL COMMUNITY PLAN 2006-2016

The HBRC and all TLAs in the region are required to each have a long term council community plan (LTCCP) in place under section 93 of the Local Government Act 2002 (LGA). The plan is to cover a financial period of not less than 10 years. The purpose of LTCCPs is set out in the LGA as follows:

- 93(6) *The purpose of a long term council community plan is to –*
- (a) describe the activities of the local authority; and*
 - (b) describe community outcomes of the local authority's district or region; and*
 - (c) provide integrated decision-making and co-ordination of the resources of the local authority; and*
 - (d) provide long-term focus for decisions and activities of the local authority; and*
 - (e) provide a basis for accountability of the local authority to the community; and*
 - (f) provide an opportunity for participation by the public in decision-making processes on activities to be undertaken by the local authority.*

The community outcomes identified in the LTCCPs for HBRC and the TLAs in the region have been developed jointly in accordance with the Hawke's Bay Triennial Agreement 2005. The HBRC LTCCP sets out these jointly agreed community outcomes (a total of 9) and describes how it will achieve them by way of its various council functions and activities. The following council activities are identified under the Community Outcome headings in the HBRC LTCCP that are of relevance to regional infrastructural issues:

Outcome: A Prosperous Region

- HBRC will increase its commitment to HB Inc.
- Provision of subsidised public transport services
- Taking a strategic approach to development of transportation services for the region through the Regional Land Transport Strategy and by contributing to Roadsafe Hawke's Bay.
- Contribute to flood protection and drainage networks – a critical part of regional infrastructure.
- Will help secure reliable and adequate sources of energy supply (especially electricity) by encouraging new or expanded energy sources based on renewable supplies (e.g. wind farms).

Outcome: A Vibrant Community

- Provide interest free loans to TLAs to help them upgrade on-site wastewater systems in various parts of the region.
- Continue to be involved in flood protection.



- Undertake pro-active representation (in terms of its elected representatives) and staff involvement in initiatives where co-operation and collaboration with other regional organisations and members of the community can help develop regional leadership. For example, involvement in:
 - Local Government Leaders Forum
 - Triennial Agreement
 - Hawke's Bay Local Government Chief Executives Forum
 - Hawke's Bay Government Sector CEO Forum
 - Meetings with local members of Parliament
 - Numerous other Local Government Forums
 - Private Sector liaison groups
 - Hawke's Bay Incorporated
 - Initiatives that explore joint services and other means of providing good local government throughout the region.

Outcome: A Clean and Healthy Environment

- Keeping the region's physical infrastructure operating for the wellbeing of the region.
- Commencement of physical works to improve the flood capacity of the Karamu Stream and various tributaries.
- Commencement of the enhancement works on the Karamu Stream and various tributaries as outlined in the Te Karamu Report.
- Undertake ongoing improvements to the land drainage network on the Heretaunga Plains.
- Complete the review of the Regional Land Transport Strategy for the region.
- Complete the review of the Passenger Transport Plan
- Participate in the review of how and where road safety initiatives are best delivered.
- Provide for the Council's preliminary response to the new National Environmental Standards for Air Quality.

With respect to the National Environmental Standards for Air Quality, the LTCCP states that over the next year or two the Council will consider its policy response to the NES requirements. At present the plan includes financial allowance (\$35,000) for the policy and scientific investigations to determine the best response and also for some additional staff resources from 2008-09 should a regulatory framework be introduced. However, the LTCCP notes that because, to date, insufficient investigation and policy consideration have been undertaken, there has been no provision made for any subsidised incentive for property owners to change their current form of solid fuel heating to more clean burning methods. Given the relatively tight timeframe that Council must work within to comply with the standards by 2013, it is possible that during the course of the LTCCP a special consultative process may be required to amend the adopted plan to reflect any subsidised scheme that may be introduced as a consequence of the policy analysis.



The HBRC LTCCP therefore identifies how the HBRC will achieve the various Community Outcomes developed jointly with the TLAs in the region. These initiatives can be generally grouped as follows:

- Funding Initiatives – such as funding of HB Inc., subsidising public transport, RLTS (its funding and review), and providing interest-free loans to TLAs to upgrade on-site wastewater systems in coastal and rural settlements.
- Statutory Functions and Activities – such as carrying out flood protection and drainage works (e.g. the Karamu Stream), and developing appropriate policy to meet the requirements of the National Environmental Standards for Air Quality.
- Representation/Co-operation/Facilitation – through representation at, and hosting of, various relevant regional and national forums (e.g. Local Government Leaders Forum).
- Encouragement – such as encouragement of new and expanded energy sources in the region.

HAWKE'S BAY REGIONAL POLICY STATEMENT

The Hawke's Bay Regional Policy Statement (RPS) is included in the operative Hawke's Bay Regional Resource Management Plan.

The RPS defines a 'regionally significant issue' as one that satisfies one or more of the following criteria:

- (a) Widespread problem – A problem which is relevant throughout the region, possibly crossing local authority boundaries.*
- (b) Scarce resource – The existence of a natural or physical resource that is scarce, rare or unique, and/or under threat. Scarce resources encompass internationally and nationally recognised resources (including resources that are nationally significant in accordance with section 6 of the RMA). They also include physical resources that have particular locational requirements or that form interlinked networks and natural resources that become scarce through unsustainable use.*
- (c) Resource use conflict – The presence of, or potential for, significant conflicts in resource use.*
- (d) Cumulative impact – The presence of, or potential for, significant cumulative impacts arising from resource use.*

The following issues, objectives and policies relevant to regional infrastructural issues are included in the RPS:

Chapter 3.2 The Sustainable Management of Coastal Resources

- Issue 3.2.1 Integrated management of the region's coastal resources across a whole range of natural and physical conditions, administrative responsibilities, cultural considerations, and matters of social and economic wellbeing.*
- OBJ9 Appropriate provision for economic development within the coastal environment, including the maintenance and enhancement of infrastructure, network utilities, industry and commerce and aquaculture.*



Chapter 3.13 Maintenance and Enhancement of Physical Infrastructure

- Issue 3.13.1 The sustainable management, including further development, of the physical infrastructure of the region that underpins the economic, cultural, and social wellbeing of the region's people and communities, and provides for their health and safety.*
- OBJ 32 The ongoing operation, maintenance and development of physical infrastructure that supports the economic, social and/or cultural wellbeing of the region's people and communities and provides for their health and safety.*
- OBJ 33 Recognition that some infrastructure which is regionally significant has specific locational requirements.*

In the Explanation and Reasons given for OBJ 32 and OBJ33, the RPS recognises that transport and communications systems, and the supply of services such as energy are important to the social, economic and cultural wellbeing, health and safety of the people in the region. It also recognises the importance of land transport infrastructure such as national road and rail systems, the Hawke's Bay Airport and the Port of Napier.

The RPS notes that the management of the environmental effects of infrastructure is not the direct responsibility of the Regional Council, but is generally a district council matter. Instead, HBRC sees its role as ensuring that the physical infrastructure is able to be maintained and enhanced because of its regional importance. The following infrastructure is regarded as being regionally important:

- Energy infrastructure – primarily involves the generation and distribution of electricity, but may involve gas.
- Communications facilities – may have very specific locational requirements, therefore it will not be possible to avoid or mitigate all adverse effects without affecting the efficiency and effectiveness of the infrastructure.
- Sewerage systems and water supply – may involve a regional perspective and joint funding and management of several TLAs and other agencies.

The RPS also recognises that a range of environmental effects may be associated with physical infrastructure, such as direct use of land and coastal areas and the consequent exclusion of people and other activities from such areas. As much of the infrastructure involves physically connected networks, structures may also need to cross rivers and sometimes lakes, wetlands and the sea.

Chapter 3.13 Maintenance and Enhancement of Physical Infrastructure

- POL 56 ROLE OF NON-REGULATORY METHODS*
To use non-regulatory methods, as set out in Chapter 4, as the primary means of enabling the development of regionally significant physical infrastructure, in particular through the following:
- (a) Provision of Information - Recognising the regional importance of significant infrastructure, and assisting territorial authorities and the regional population, in understanding the importance of this infrastructure and its environmental effects. The Council will hold and, as provided for in the Annual Plan, investigate aspects of regional infrastructure, including beneficial and adverse effects, so that common information is available to enable decision-makers under the RMA to make decisions in accordance with the promotion of sustainable management.*



- (b) *Liaison with Territorial Authorities – Facilitating liaison between territorial authorities, the community and infrastructure agencies, to address and resolve issues that arise in the maintenance and development of infrastructure.*

The above policy clarifies that, in terms of the maintenance and enhancement of physical infrastructure in the region, the Regional Council currently sees its role primarily as a source of information and a facilitator of liaison between the TLAs and community and infrastructure agencies in the region.

In Chapter 4 “Non-Regulatory Methods” of the RPS, the Regional Council recognises that, because of the inter-linkages between their responsibilities and decisions, it is important that HBRC and the TLAs adopt a consistent and co-ordinated approach to resource management issues. In Section 4.3.2 of the RPS, it is noted that the HBRC will achieve this through:

- (a) Statutory Advocacy – continuing to advocate to territorial authorities, where appropriate, that the provisions included in district plans should not be inconsistent with the objectives and policies set out in the Regional Resource Management Plan.
- (b) Joint hearings of resource consents with cross-boundary issues –encouraging consistency and integration within the decision-making process.
- (c) Communication – such as the establishment of working groups, including the Department of Conservation and TLAs, in policy development and policy implementation techniques.
- (d) Transfer of powers – transferring of responsibility for certain actions and decision-making to other organisations, usually TLAs.
- (e) Protocols – setting up protocols and systems for information gathering and sharing, joint hearing opportunities, and wastewater treatment and stormwater control issues.

The RPS therefore provides some direction on what infrastructure is considered to be regionally significant. It also recognises the importance of providing for the maintenance and operation of regionally significant physical infrastructure for the economic, social and cultural wellbeing of the region and its people. To achieve this, HBRC sees its role as being one of providing information to assist decision-makers under the RMA; liaising with TLAs, community and infrastructure agencies to address and resolve issues relating to infrastructure; advocating to TLAs that their district plans should not be inconsistent with the RPS and RRMP; holding joint hearings on cross-boundary issues; establishing working groups to develop policies and policy implementation techniques; transferring powers to TLAs; and developing protocols for dealing with regional infrastructural issues.

OPERATIVE HAWKE'S BAY REGIONAL RESOURCE MANAGEMENT PLAN

The operative Hawke's Bay Regional Resource Management Plan also includes some relevant objectives, policies and guidelines, and non-regulatory methods in relation to regional infrastructural matters. They relate to the issues of potential



effects of ambient air quality, and conflicting land use activities. The relevant policies and guidelines are set out below

Ambient Air Quality

OBJ 39 The maintenance of a standard of ambient and local air quality that is not detrimental to human health, amenity values, or the life-supporting capacity of air.

POL 69 ENVIRONMENTAL GUIDELINES – AIR QUALITY

5.3.1 To manage the effects of activities affecting air quality in accordance with the environmental guidelines set out in Table 6 below.

Issue 6. Ambient air quality

Guideline: The ambient air quality should remain within the New Zealand Ambient Air Quality Guidelines. Where existing ambient air quality is better than these Guidelines, there should be no significant degradation of ambient air quality.

The above objective and policy are the same as Obj 14-1 and Policy 14-1 in the Proposed Regional Coastal Environmental Plan discussed below. In terms of the associated Guideline relating to ambient air quality, this guideline applies the New Zealand Ambient Air Quality Guidelines as a 'bottom line', but also specifies that where existing quality is better than the (which is the case for most areas in Hawke's Bay, except the Napier and Hastings urban areas), the present air quality should be maintained. This means that the existing ambient air quality should not be allowed to degrade to a level of contamination beyond that specified in the New Zealand Ambient Air Quality Guidelines.

Since the Regional Resource Management Plan was made operative, the National Environmental Standards (NES) for ambient air quality were introduced by MfE on 1 September 2005 and have to be complied with under the RMA. These standards override the relevant air quality standards of the RRMP, although the New Zealand Ambient Air Quality Guidelines (MfE, 2002) still apply to contaminants that are not covered by the NES. The correlating objective and policy in the Proposed Regional Coastal Environment Plan have been updated to recognise the NES.

From 1 September 2005, the Regional Council has been required to manage and track emission reductions in order to achieve the PM10 (particulate matter less than 10 micron in size) NES limits of 50 micrograms per cubic metre (24 hour average) by 2013. Air quality monitoring in Napier and Hastings already shows the PM10 concentrations exceed the NES on many occasions, mostly in winter. The Regional Council is required to develop management measures to reduce concentrations of PM10 in order to meet the standard by 2013. Environment Canterbury have included in their policy response to this, a subsidised scheme for the introduction of alternative heating sources for solid fuel heaters, as solid fuel heaters are the primary cause of PM10 emissions in the region. This is also the case on the Heretaunga Plains. As mentioned previously, with respect to the HBRC LTCCP, the Regional Council will consider its policy responses to the NES requirements over the next year or two. Comments on the relevance of infrastructure and land use integration, and air quality would be useful.

Conflicting Land Use Activities

OBJ 16 For future activities, the avoidance or mitigation of nuisance effects arising from the location of conflicting land use activities.



OBJ 17 For existing activities (including their expansion), the remedy or mitigation of the extent of nuisance effects arising from the present location of conflicting land use activities.

OBJ 18 For the expansion of existing activities which are tied operationally to a specific location, the mitigation of nuisance effects arising from the location of conflicting land activities adjacent to, or in the vicinity of, areas required for current or future operational needs.

POL 5 ROLE OF NON-REGULATORY METHODS

3.5.8 To use non-regulatory methods as set out in Chapter 4, in particular liaison with territorial authorities, as the primary means of preventing or resolving problems arising from incompatible land use activities and implementing the problem-solving approaches set out below.

POL 6 PROBLEM-SOLVING APPROACH – FUTURE LAND USE CONFLICTS

3.5.10 To recognise that the future establishment of potentially conflicting land use activities adjacent to, or within the vicinity of each other is appropriate provided no existing land use activity (which adopts the best practicable option or is otherwise environmentally sound⁵) is restricted or compromised. This will be primarily achieved through liaison with territorial authorities and the use of mechanisms available to territorial authorities, which recognise and protect the ongoing functioning and operation of those existing activities.

The above objectives and policies recognise the potential for nuisance effects to arise from the location of conflicting land use activities. This can include potential conflict between infrastructure (including that associated with industrial activities) and other land use activities (such as residential activities). The RRMP recognises that, as the effects of land use activities are controlled by the TLAs, and any discharge associated with activities are controlled by the Regional Council, there is often the situation where responsibility shifts from local authority to regional council in terms of function.

The RRMP recognises that it is important that local authorities work together to resolve such issues and ensure that predicaments surrounding conflicting land use activities do not arise from inappropriate planning decisions. This can best be achieved through the district plan process through techniques involving regulation such as zoning and buffering and the use of separation distances, or the use of non-regulatory methods as set out in Chapter 4 of the Plan (as discussed in relation to the RPS above). The Regional Council also recognises that it has a role to play in resolving any issues by facilitating discussions between affected parties.

The RRMP therefore identifies that the HBRC will need to develop an appropriate policy response to ensure that the NES for Air Quality are satisfied. This will have important implications for the development of new industry, or the expansion of existing industry in the region. In terms of addressing conflicting land use issues (including reverse sensitivity effects) the HBRC's role is to liaise with TLAs to ensure that appropriate provisions are included in district plans to recognise and protect the ongoing functioning and operation of existing and future infrastructure.

HAWKE'S BAY PROPOSED REGIONAL COASTAL ENVIRONMENT PLAN

The Proposed Regional Coastal Environment Plan includes some relevant objectives, policies and guidelines in relation to regional infrastructural matters. They relate to the issues of potential effects of coastal erosion and inundation on infrastructure (including network utilities) located in the coastal environment, ambient



air quality, as well as the need to waive esplanade reserve and strip requirements to meet the operational needs of the Port of Napier. The relevant policies and guidelines are set out below.

Ambient Air Quality – same as in RRMP, don't think there's any need to repeat.

Obj 14-1 *The maintenance of a standard of ambient and local air quality that is not detrimental to human health, amenity values, or the life-supporting capacity of air.*

Policy 14-1 *To manage the effects of activities affecting air quality in accordance with the environmental guidelines set out in Table 8 below.*

Relevant Guidelines

Issue 6: Ambient Air

Guideline: *The ambient air quality must remain within the Resource Management (National Environmental Standards Relating to Certain Air Pollutants, Dioxins, and Other Toxics) Regulations 2004. Where existing ambient air quality is better than these Regulations, there should be no significant degradation of ambient air quality.*

Coastal Hazards

Policy 15-1 *To manage coastal erosion and inundation risks in accordance with the environmental guidelines set out in Table 9.*

Relevant Guidelines

Issue 7: New Use and Development

Guideline: *New uses and development (in particular buildings and infrastructure) should not be located in areas that are or have potential to be, subject to coastal erosion or inundation, unless it:*
(i) is for a temporary activity and/or
(ii) protects or enhances natural buffers between existing development and the sea and
(iii) presents less than a minor risk of exacerbating coastal erosion or inundation

Issue 11: Network Utility Operations

Guideline: a) *The continued use and protection of essential infrastructure and services in coastal hazard areas shall be provided for, where no reasonable alternative location or service delivery option exists.*
b) *New infrastructure and services should not be located in areas that are, or have potential to be, subject to coastal erosion or inundation risk.*

Port of Napier

Policy 19-1 *To manage reclamation and drainage of the coastal marine area in accordance with the environmental guidelines set out in Table 4.*

Relevant Guidelines

Issue 2: Esplanade Reserves and Esplanade Strips

Guideline: b) *In order to provide for the operational need of Port of Napier; and to ensure safety and security of mooring facilities, vessels and other infrastructure within the Harbour Management Area and Port Management Area, HBRC will consider:*
i) *Exercising its discretion to waiver requirements for esplanade reserves and esplanade strips in the Harbour Management Area and*



ii) Waiving requirements for esplanade reserves and esplanade strips in the Port Management Area.

As discussed above, the objective and policy relating to ambient air quality are similar to Objective 39 and Policy 69 of the Regional Resource Management Plan.

Policy 15-1 above recognises that new infrastructure, including Network Utilities, should not be located in coastal hazard areas where they may be subject to coastal erosion and inundation, although the continued use and protection of essential infrastructure and services in coastal hazard areas needs to be provided for, where no reasonable alternative location or service delivery option exists.

Rule 79 in Part E of the PRCEP permits existing structures (being any building, equipment, device or other facility made by people that is fixed to the land) in the Coastal Hazard Zones of the Coastal Environment, including their replacement, maintenance, repair, removal or demolition.

Rule 83 in Part E of the PRCEP requires restricted discretionary resource consent for any new utilities located in Coastal Hazard Zones 1 and 2 in the Coastal Environment of the region. There is no definition given in the PRCEP for 'utilities' (rule is for the purpose of a network utility operation, which is defined in rma). It is expected that this would refer to network utilities in general, including reticulated services. HBRC's discretion is restricted to certain matters, including the effects of the structure on natural coastal processes (including coastal erosion and inundation), and the effects of natural coastal processes on the structure.

In terms of Policy 19-1, this recognises the need to waive esplanade requirements for the Port of Napier to meet its operational requirements.

The PRCEP therefore supports the relevant objectives and policies of the RPS that recognise the need to provide for particular locational requirements of regionally significant infrastructure.



APPENDIX C

OVERVIEW OF METHODS ADOPTED BY TERRITORIAL LOCAL AUTHORITIES IN THE HAWKE'S BAY REGION



HASTINGS DISTRICT COUNCIL

HDC LONG TERM COUNCIL COMMUNITY PLAN 2006-2016

The Hastings District Council LTCCP includes a number of Key Council Initiatives relating to infrastructure that are relevant. All of the initiatives relate to achieving the community outcome of economic wellbeing as follows:

- Providing new infrastructure for new residential and industrial development areas, including the areas of Lyndhurst, Omahu, Waimarama and Waipatiki.
- Planning and construction of the Northern Arterial Route – reference is made to the Regional Land Transport Strategy and the identified need for an arterial road north of Hastings.
- Industrial Park development – this relates to preparing to implement the Hastings Industrial Expansion Strategy 2002 by rezoning land for industrial use, to meet industrial needs over the next 10 years, and if necessary, to cater for large-scale industrial development within that period. This takes into consideration the RLTS and has involved consultation with HBRC and NCC. The identified areas are:

Omahu Road Strip – 29 Ha of land along Omahu Road, opposite the existing industrial area, for light industrial and commercial activities with limited trade waste capacity for wet industry. It is to be rezoned in two stages.

Irongate Cluster – 50Ha of land centred on Irongate Road for dry industry such as transport, timber processing, and warehousing. No trade waste sewer will be provided for this area.

Tomoana Extension – 60Ha of land adjacent to Hastings City centred around Richmond Road, for wet industry such as food processing and related industries. This area will have ready access to the main trade

- Progressing the wastewater treatment strategy and the Havelock North high pressure water zone development. – these relate to the Water and Sanitary Services Assessment undertaken by the Council to assess water services (including water supply, wastewater and stormwater) in the main urban centres with reticulated services, and in small coastal and rural communities that are not reticulated. The assessment was undertaken by a working committee consisting of HDC, HBRC, Ministry of Health, Ministry of Education, and the Hawke's Bay District Health Board. Recent research undertaken by HBRC on on-site sewage disposal systems was fed into the assessment.
- Develop a programme of works in the 2007/2008 Annual Plan to address bus shelter demand.
- Establish a working committee (consisting of HDC, HBRC, Ministry of Health, Ministry of Education and Hawke's Bay District Health Board) to address issues raised in HDC's Water and Sanitary Services Assessment that identified services (being water, wastewater and stormwater) available to 15 existing small rural and coastal communities in the Hastings District. Recent



research undertaken by HBRC on on-site sewerage disposal systems contributed to the assessment. - repeated The working committee will share information on issues, provide technical advice to each other, and facilitate monitoring programmes, in order to mitigate risks, heighten awareness of the state of the environment and community health, and collaborate and cost share on common interest projects.

OPERATIVE HASTINGS DISTRICT PLAN

The Operative Hastings District Plan (District Plan) includes a number of objectives, policies and methods to address infrastructural issues and to co-ordinate and integrate land use activities and infrastructure in the Hastings District. A number of strategies have also been developed by the Council (these are identified in the list of documents included to in Appendix A of this report) on specific issues that feed into, and are reflected in, the District Plan provisions (such as zoning of land to provide for infill development opportunities or to provide for greenfields expansion, and inclusion of relevant objectives, policies, rules and standards to achieve the anticipated outcomes or goals of the strategies).

The relevant approaches adopted in the District Plan are outlined below.

Roads

- Including Structure Plans in the District Plan to guide new development by identifying preferred location of key assets, including arterial or collector roads and trunk infrastructural elements. These plans may also include pedestrian linkages and cycling networks.
- Establishing and maintaining an appropriate roading network by co-operating with local authorities and agencies in the region to prepare and maintain the RLTS and to use this as the basis for the District Strategic Transportation Plan.
- Establishing a roading hierarchy for the district in accordance with the RLTS and linking this to rules in the District Plan, such as restricting the scale and location of certain land use activities in order to control adverse effects of activities on the roading infrastructure, and to avoid potential adverse environmental effects of roads on land use activities. Also providing standards and guidelines to control access and egress of land use activities to/from the roading network in order to ensure safe and efficient movement of traffic.
- Promoting the effective co-ordination and integration of roading development as well as other transportation networks in the region. This includes incorporating appropriate standards for road design and construction in the Council's Engineering Code of Practice for Subdivision and Land Use Development.
- Identifying linkages between the RLTS and the District Plan, such as through designations, network utilities and subdivision and land use development provisions.



Stormwater/Drainage

- Working with HBRC to improve stormwater disposal on the Heretaunga Plains and reduce exposure of new and existing development areas to possible inundation.

Non-vehicle Based Transportation

- Providing for the effective, safe and convenient use of non-vehicle based transportation on the Heretaunga Plains, including cycle, pedestrian, and public transport, networks.
- Providing a self-sufficient cycling system within the total transport system, with emphasis on providing on-road cycle facilities. However, also providing (as a key initiative) cycle corridors alongside the rail line, the new expressway, and river berms in accordance with a cycle network map included in the Hastings Cycling Strategy 2001 "Towards Better Cycling".
- Providing interesting and alternative walkways throughout the district by:
 - ensuring new subdivisions provide recreational reserves and direct walking tracks that are well connected and visible, and lead to destination points (such as schools and shops).
 - developing partnerships with other organisations and providers to ensure full integration of facilities.
 - continuing to explore and establish additional walking tracks, including sharing cycle paths.
 - Ensuring that footpaths and walkways are to a standard for easy walking, are maintained and kept clear. (Refer to Hastings Walking Strategy 2004)

Commercial Activities

- Providing adequate levels of public car parking in the commercial areas of Hastings and Havelock North.
- Encouraging more people to live within the centre of Hastings City to utilise existing infrastructure.
- Encouraging the location of compatible commercial activities in defined sectors of the Hastings Central Commercial Zone to match investment in parking, roading and infrastructure to the needs of commercial activities.
- Provide for the consolidation of Large Format Retailing (including a Megacentre) in an expanded Central Hastings commercial area, accompanied by the growth of specialist smaller stores in the core CBD and allied leisure and cultural attractions. Proposed Change 21 to the District Plan provides for two new zones – a Large Format Retail Zone and a Mega Centre Zone in Hastings.

Infill/Greenfields Residential Development

- Ensuring that adequate community or on-site infrastructure (including sewage collection, treatment and disposal, water supply, stormwater collection and roading) is provided before allowing new infill or greenfields development to occur.



Industrial Activities

- Encouraging new industrial development to locate and utilise existing industrial areas and resources in the District (where there is sufficient capacity to accommodate them) over further greenfields industrial development in order to achieve the most efficient use of industrial land resources and associated infrastructure.
- Encouraging efficient goods transfer and improved road, rail and infrastructural connections between industrial activities in Hastings, Tomoana, Whakatu and the Port of Napier.

Network Utilities

- Providing for the ongoing operation, maintenance, replacement, refurbishment and upgrading of Network Utilities while ensuring that potential adverse effects on the environment (including adjoining land use activities and the safety and efficiency of the roading network) are avoided, remedied or mitigated by controlling their scale, design and location. The District Plan also recognises the special technical requirements of Network Utilities that need to be provided for.

Coastal Environment

- Ensuring that infrastructure and its development are integrated with wider planning for the use and development of the coastal environment. Also ensuring that infrastructure investment does not fuel growth pressures in inappropriate locations in the coastal environment. (Refer to Section 3.2.8 of the Hastings Coastal Environment Strategy).

It is noted that, in terms of natural hazards, the District Plan rules only focus on protecting habitable buildings and preventing pollution from on-site wastewater treatment systems in areas subject to flood inundation, including coastal hazard areas. It does not include rules to control the design and location of infrastructure in coastal hazard areas. HBRC responsibility?

HASTINGS COASTAL DEVELOPMENT STRATEGY 2000

The Hastings Coastal Development Strategy 2000 (the Strategy) considered the need and demand for new development in the coastal environment of Hastings District, particularly in relation to urban land use and associated infrastructural requirements. The Strategy identified the following four preferred growth areas:

- Waipatiki
- Whirinaki
- Te Awanga
- Waimarama

However, the Strategy includes objectives and policy outcomes relating to the management of other specific coastal management areas, including Ocean Beach, Haumoana and Clifton. HDC is currently developing coastal structure plans for Waimarama, Haumoana, Te Awanga, Parkhill, Clifton, and Tongioio. Consideration



is also being given to what form of future urban development may occur at Ocean Beach.

HDC ENGINEERING CODE OF PRACTICE FOR SUBDIVISION AND LAND DEVELOPMENT (NOVEMBER 1997)

The HDC Engineering Code of Practice for Subdivision and Land Development (CoP) is a separate document from the Hastings District Plan, and it has not legal status. It instead provides a set of acceptable engineering solutions that Hastings District Council recognises will achieve compliance with the District Plan rules for subdivision and land use activities under the RMA, and for the supply of services in accordance with the Building Act. It is recognised that there may be other solutions available, but these will be subject to Council scrutiny.

The CoP also includes the District Rooding Hierarchy, although there is no reference to the RLTS. Standards/acceptable solutions provided in the CoP relate to:

- Geotechnical engineering
- Stormwater
- Sanitary Sewerage
- Water Supply
- Road and traffic engineering standards (for new roads and private access, including vehicle crossings, access to the rooding network, and on-road and off-road parking design).

NAPIER CITY COUNCIL

NCC LTCCP 2006-2016

The Napier City Council LTCCP includes a number of Council initiatives relating to infrastructure that are relevant, as follows:

Rooding

- Undertake feasibility studies for the construction of Hyderabad Road overbridge, 4-laning of Prebensen Drive, a link between Ford Road and Prebensen Drive, and the creation of a link between Awatoto and the Expressway to get heavy traffic off Marine Parade. This is consistent with the RLTS(2002) and the Hawke's Bay Regional Transportation Study.
- CBD rooding upgrades to improve transportation capacity and the environment. The aim is to encourage a wider pedestrian, shopper and business friendly environment.

Stormwater/Drainage

- Increase system capacity, flexibility and security by the completion of the Stormwater Cross Country drain.
- Continue ongoing upgrades and renewals of network and pump stations, to meet the demands of growth and development.



- Continue improvements to the city's major drainage channels and to provide aesthetically pleasing waterways and banks.
- Rationalise drainage management between Napier City Council and Hawke's Bay Regional Council

Wastewater

- Minor upgrading of pumping stations and providing a new pumping station in Taradale Road that will cater for residential growth in the North Western part of Napier City.
- Controlling demand for wastewater services by limiting the potential for inflow/infiltration by favouring greenfields development over infill development. This is because greenfields development involves the construction of new sewers and connections using new materials which are more watertight compared to making connections to existing old sewer mains which are less watertight.
- Detecting and reducing stormwater inflow into the sewerage system (this is to increase the efficiency and effectiveness of the wastewater infrastructure.
- Limiting demand on the wastewater system by limiting wastewater discharges from industrial areas and controlling the location of new high water consumption industries.
- Looking at making a joint resource consent application with HDC to HBRC for wastewater treatment at Awatoto. This would make considerable savings in capital and operational costs, while still proving efficient and effective in safeguarding the environment.

Water Supply

- Making capacity and storage improvements to the reticulated water supply system to provide for growth and development, including a new reservoir at Taradale, development of a new well in Awatoto, and development of a new trunk main from Awatoto.

PROPOSED CITY OF NAPIER DISTRICT PLAN

The Proposed City of Napier District Plan (District Plan) includes a number of objectives, policies and methods to address infrastructural issues and to co-ordinate and integrate land use activities and infrastructure in Napier City. A number of strategies have also been developed by the Council (these are identified in the list of documents included to in Appendix A of this report) on specific issues that feed into, and are reflected in, the District Plan provisions (such as zoning of land to provide for infill development opportunities or to provide for greenfields expansion, and inclusion of relevant objectives, policies, rules and standards to achieve the anticipated outcomes or goals of the strategies).



The relevant approaches adopted by the District Plan are outlined below.

Infill/Greenfields Residential Development

- Accommodate growth through residential intensification in appropriate areas and provide for limited peripheral expansion, and to create a City-wide settlement pattern that maintains the vitality of the City's commercial and community nodes, supports public transport and reduces private vehicle use.
- Enable residential intensification where appropriate, primarily around commercial and community nodes, but also in areas which have reasonable access to significant transport corridors in order to lend support to public transport, walking and cycling. It is also recognised that infrastructural limitations need to be taken into account in any intensification of settlement to ensure appropriate environmental outcomes and the health and safety of the community is provided for.
- Monitor development within the residential areas to ensure that the infrastructural capacity of these areas is not exceeded.
- Require development of areas identified for future urban expansion to be subject to an approved structure plan and resolution of infrastructural servicing constraints, including through the implementation of financial contributions. NCC's Urban Growth Strategy 1999 identified a number of areas identified as being appropriate for future greenfields residential development in Napier, including Lagoon farm. Structure plans for these areas are included in the District Plan.
- Ensure that all non-residential activities within and/or adjacent to residential environments take all reasonable steps to internalise their effects and to avoid adverse effects beyond their site boundaries, including cumulative adverse effects on infrastructure.
- Ensure that residential, lifestyle character and rural residential development avoids, remedies or mitigates any adverse effects on the capacity of existing infrastructure.

Commercial Activities

- Identify distinct commercial zones within the City that recognise the existing investment in commercial infrastructure. Encourage infill of existing commercial zones, including encouraging big box retail to locate towards the inner City.
- Manage commercial activities adjacent to arterial roads to avoid adverse effects on traffic and pedestrian safety.
- Achieve an efficient commercial area that has an integrated traffic, parking and pedestrian system. Also encourage appropriate pedestrian linkages within the Inner City.
- Manage the effects of residential development on the infrastructural services of commercial areas.



- Ensure that the roading network of the City is not compromised by poorly located big box retail developments.
- Ensure that big box retail meets the full infrastructural costs of locating on the periphery of the City.

Industrial Activities

- Enable the continued use and development of physical industrial resources without unnecessary restriction through the:
 - The identification of defined areas zones for industrial activity (including Port of Napier, Awatoto, Onekawa and Pandora).
 - The provision of clear and certain environmental performance standards within, or in some cases adjacent to those industrial zones.
 - The restriction of sensitive non-industrial land uses in defined industrial zones.
 - The provision of appropriate infrastructural services including water supply, wastewater disposal, stormwater disposal, and a roading network that functions in an efficient and effective manner, can manage effects on the environment arising from industrial activities. This includes taking appropriate financial contributions from subdividers and developers to fund infrastructure requirements.

Port of Napier

- To enable the ongoing operation, maintenance and development of the Port, while avoiding, remedying, or mitigating adverse effects on the environment. This recognises that the Port of Napier has high regional significance in terms of its contribution to the regional economy and the regional transport network.
- Manage the adverse effects of Port-related land uses through plan provisions and other non-regulatory methods, including controls on Port-generated noise and appropriate acoustic treatment of adjacent noise-sensitive activities.

Hawke's Bay Airport

- Provide an Airport Zone to ensure the efficient operation and expansion of the Hawke's Bay Airport. This includes the expansion of the runway.
- Restrict subdivision and development on the land surrounding the Hawke's Bay Airport. Development is restricted within the airport noise boundary and the airport approach and take-off paths to ensure careful management of noise sensitive activities and potential risks associated with the congregation of people within these areas.
- Ensure the road network does not interfere with the safe and efficient operation of the Hawke's Bay Airport.

Wastewater

- Discourage subdivision and development on land surrounding the area identified for the wastewater treatment plant at Awatoto.



Stormwater/Drainage

- Recognise the contribution of open space environments in providing some of the City's infrastructural and economic needs. The City has a history of combining its open space with its infrastructure needs. Instead of designing drainage systems to meet only their utility function, many include wider berms for recreational and amenity needs of the public.

Network Utilities

- Enable the safe and efficient use, development, upgrading and maintenance of network utility operations throughout the City while avoiding, remedying or mitigating any adverse effects on the environment, including adjoining land use activities, infrastructural services, and health and safety of people. This involves controlling their height, location, design and external appearance through District Plan rules.
- Control the provision of network utility operations relating to new subdivision and land development, and encourage, where practicable, the progressive undergrounding of electricity and telecommunications network utility operations or other innovative solutions within residential environments and roads throughout the City. This is in order to enhance amenity values of the City, particularly in residential environments and roads to enhance traffic efficiency and safety.
- Encourage, where practicable, the co-siting and sharing of network utility facilities.
- Encourage the removal of redundant and superseded network utility facilities in order to contribute to the enhancement of visual amenity qualities and reduce the cumulative effect of network utility structures throughout the City, particularly if located in areas of significant landscape value.
- Refer to codes of practice that many network utilities have established for aspects of their operations. These codes of practice are useful tools to standardise procedures and practices engaged by network utility operators, including undertaking network utility works within roads.

Roading

- Manage effects of new transport corridors on residential properties by incorporating measures such as buffers or noise barriers at the planning stage.
- Control design and location of subdivision, uses and development to minimise traffic patterns that will interfere with safe and efficient operation of the transportation network.
- Implement a Road Network Hierarchy in the District plan showing the functions of roads within the City.
- Encourage transport networks to prepare development plans that signal their future operational needs.



Non-Vehicle Based Transport

- Encourage provision of a system of new walkways to link with existing walkways to provide opportunities for energy efficient recreation.
- Encourage decrease in reliance on motor vehicles by establishing safe cycling facilities and enhancing the safety of existing facilities within the City. Has developed a cycle network strategy of on-road, off-road, and recreation routes to provide links between key origins and destinations, including areas of employment, education and residential activity. Is recognised as playing an increasingly important function in the promotion of tourism in Napier.
- Support initiatives to increase use of public transport to mitigate the effects of the use of private vehicles on the environment.

Engineering Code of Practice for Subdivision and Land Development (contained in Volume 2 of the District Plan).

- Includes performance criteria and mandatory requirements for the design and construction of engineering works associated with subdivision and land development. It also includes acceptable minimum levels of performance for the design and construction of the following:
 - earthworks
 - roads
 - stormwater drainage
 - wastewater systems
 - water supply and
 - other utility services

The design standards are relatively broad and the CoP does not provide detailed design solutions (as in the HDC CoP). There is also no reference to the RLTS.

WAIROA DISTRICT COUNCIL

WDC LTCCP 2006-2016

The Wairoa District Council LTCCP includes a number of Council initiatives relating to infrastructural issues that are relevant, as follows:

Water Supply

- Work with communities (schools and marae) to assist with the provision of clean and safe water supplies.
- Where a lack of alternative sources of supply combined with density of development bring about or cause to bring about a risk to public health through lack of water potability then communal treatment and reticulation systems will be provided.

Wastewater

- The provision of additional treatment to the Wairoa wastewater system with the installation of tertiary treatment in 2007/2008



- The upgrading of the Tuai wastewater system in 2006/2007
- Continue to revise the Council's Engineering Code of Practice to provide Best Practice solutions with respect to provision of wastewater facilities for subdivisions and new developments.

Roading

- Work closely with forestry interests to ensure that future demand is catered for in a cost-effective manner. In particular Council will continue to seek alternative funding through Regional Funding and through continued provision of central government Regional Development (Tairāwhiti) Funding.
- Develop a 5-10 year harvest plan for the district to enable justified decision making with respect to road upgrades necessary to meet demand from forestry.
- Carry out investigations to estimate the extent to which development in Mahia will require upgrade to existing roading facilities – including roads, footpaths, streetlighting etc. Once a plan is developed Council will use that plan as a basis for collecting development contributions from subdivision consent applicants and new dwelling building consent applicants.
- Review Council's Engineering Code of Practice in terms of provision of roading in new subdivisions and developments

OPERATIVE WAIROA DISTRICT PLAN(DATE)

The Wairoa District Plan (District Plan) includes a number of objectives, policies and methods to address infrastructural issues and to co-ordinate and integrate land use activities and infrastructure in the Wairoa District.

The relevant approaches adopted in the District Plan are summarised below.

Roading

- To protect the safe, efficient and sustainable operation of the roading network by avoiding, remedying or mitigating any adverse effects of developments and activities undertaken on adjacent land.
- Adopt and implement a road hierarchy in the district plan that will determine standards of vehicle access for properties and activities
- Liaise with Transit New Zealand and other roading agencies and sector interest groups over design standards and sector demands for use of the State Highway and district roading network.
- The relevant Wairoa District Council Engineering Code of Practice that provides an acceptable means of compliance.



Network Utilities

- Enable the operation and development of network utilities with undue restriction in a manner that enhances economic and social well-being, while avoiding, remedying or mitigating adverse environmental effects.
- Manage the use and development of land in such a way that buildings and structures are sited and designed so as not to compromise the operational and design requirements of, and access rights to, network utility facilities.

WAIROA COASTAL STRATEGY 2004

The Wairoa Coastal Strategy 2004 includes some objectives, policies and methods to address land use and development (including infrastructural issues) over the next 20 years in the coastal environment. These are not yet reflected in the provisions of the Wairoa District Plan. The general approaches adopted are briefly outlined below.

- Enable coastal lifestyle and rural-residential development in appropriate locations (zones) adjacent to existing centres and restrict sporadic and ribbon development throughout the remaining coastal rural areas.
- Limit development to those areas where suitable infrastructure can be efficiently provided whilst avoiding or minimising impacts on the environment.
- Develop a series of structure plans identifying areas of growth, infrastructure and community requirements in the coastal environment over the next 20 years. These include structure plans for the existing residential settlements of Wairoa, Mahia Beach Township, Mahanga Beach, Mahia Peninsular, Nuhaka and so on.
- Ensure new infrastructure is designed and located to retain the special character of coastal communities. Review, and where necessary strengthen rules and policies relating to stormwater and effluent disposal in the coastal environment.
- Develop appropriate financial contributions policy and rules to cover costs of subdivision and development in the coastal areas.
- Support alternative locally-sourced sustainable energy sources (e.g. solar, wind, energy efficiency).
- Encourage the co-siting of infrastructure to reduce the impacts on the coastal environment.
- Develop best practice guidelines or policy for the siting and location of infrastructure. Accommodate the provision of these within the Proposed Wairoa District Plan.

CENTRAL HAWKE'S BAY DISTRICT COUNCIL

CHBDC LTCCP 2006-2016

The Central Hawke's Bay District Council LTCCP includes a number of Council initiatives relating to infrastructural issues that are relevant, as follows:

Transport Infrastructure

- Continue to work in partnership with Transit New Zealand, Land Transport New Zealand and other TLAs to determine a strategic regionally integrated transportation network for the next 25 years.
- Advocate with Transit for improvement in State Highway network maintenance.
- Advocate through HB Regional Council for public transport service between Waipukurau, Waipawa, other townships and Hastings, Napier.

Water Supply

- Operate water treatment systems that meet and maintain a minimum Ministry of Health grading of 'B' for drinking water standards. Waipukurau, Porangahau and Takapau water supplies will achieve this by 2008/09, the Waipawa/Otane and Kairakau water supplies will achieve it by 2009/10, and the Purerere water supply by 2009/10.
- Consider options, such as requiring new dwellings to install rainwater tanks, to reduce the need for treated water use in gardens and toilets.

Wastewater

- New resource consents for the discharge of treated effluent from the Council's oxidation ponds require Council to upgrade sewage treatment to improve the effluent quality within timeframes set by the Hawke's Bay Regional Council. Council intends to undertake desludging and construct treatment plants which meet the consent requirements, at a total projected cost of \$9 million over the next ten years.

Non-Vehicle Based Transport

- Develop cycling and walking tracks in the Central Hawke's Bay community.

General

- Council has prepared a developer contributions policy in accordance with Section 106 of the Local Government Act, 2002 (LGA) to cover:
 - Roading as a District wide contribution
 - Water contributions on a catchment basis
 - Stormwater contributions on a catchment basis
 - Wastewater contributions on a catchment basis



- Develop "Sustainability Policy" to promote sustainable "network free" or sustainable lifestyles to control demand on Council and other infrastructural services e.g. investigate incentives / funding.

OPERATIVE CENTRAL HAWKE'S BAY DISTRICT PLAN

The operative Central Hawke's Bay District Plan includes a number of objectives, policies and methods to address infrastructural issues and to co-ordinate and integrate land use activities and infrastructure in Central Hawke's Bay.

The relevant approaches adopted in the District Plan are outlined below.

Roading

- To obtain information on forestry development to assist planning for future roading and fire protection needs.
- To require off-street parking and loading for most activities in order to limit congestion and loss of safety and efficiency of adjacent roads and to promote the maintenance of the amenity of those roads.

Network Utilities

- To avoid, remedy, or mitigate adverse environmental effects created by the construction, installation, operation and maintenance of utilities through the separation of incompatible activities and maintenance of visual amenities, safety, and the quality of the environment anticipated within different areas of the District.
- To encourage the undergrounding of most services in new areas of development within the Residential and Township Zones and to encourage the systematic replacement of existing overhead services with underground reticulation or the upgrading of existing overhead services within these areas, where this is technically and commercially viable.
- To encourage the co-siting of utilities where possible in order to avoid or mitigate adverse effects on the environment.
- To take account of economic and operational needs in assessing the location, design and appearance of utilities.