



# Brookvale East Structure Plan Plan Change Request & S32 Assessment Report

*137—161 Brookvale Road, Havelock North  
Metlifecare Limited*



**STRADEGY**  
Urban, Environmental & Strategic Planning



# **Plan Change Request & S32 assessment report Brookvale East**

137 – 161 Brookvale Road, Havelock North

Metlifecare Limited

21071AP1  
19 September 2025



# APPLICATION DETAILS

**Consent Authority:** Hastings District Council

**The Applicant:** Metlifecare Limited

**Address for Service:** Stradegy Planning Limited, PO Box 239 Napier 4140

**Address for Invoice:** Metlifecare Limited  
Email: HVN.developmentinvoices@metlifecare.co.nz

## Details of sites:

Address	Legal Description	Certificate of Title	Area	Zone
137 Brookvale Road	Section 1 Block IV Te Mata Survey District	HB100/50	2.2587ha	Plains Production Zone
145 Brookvale Road	Section 2 Survey Office Plan 1837	HBM1/1251	2.4281ha	Plains Production Zone
155 Brookvale Road	Section 24 Block IV Te Mata Survey District	HBK2/1346	1.3225ha	Plains Production Zone
157 Brookvale Road	Section 26 Block IV Te Mata Survey District	HBE4/1391	0.1224ha	Plains Production Zone
159 Brookvale Road	Section 25 Block IV Te Mata Survey District	HBK3/52	0.5784ha	Plains Production Zone
161 Brookvale Road	Section 4 Block IV Te Mata Survey District	HBK2/1420	2.4078ha	Plains Production Zone

## Brief description of proposal:

Private Plan Change request to rezone 4.7 hectares of land in Havelock North from Plains Production zone to Havelock North General Residential Zone and Open Space Zone; 4.4ha of land from Plains Production Zone to Havelock North Deferred Residential Zone; and to incorporate the land within the Brookvale Structure Plan (Appendix 13B).

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# 1. EXECUTIVE SUMMARY

Metlifecare is a retirement village and care provider. With a range of unique villages nationwide (and more in development), plus more than 30 years in the business of looking after Kiwi retirees, Metlifecare is a well-known and trusted operator.

Metlifecare proposes to develop a new retirement village at 119–145 Brookvale Road, Havelock North. The village will comprise approximately 150 residential units, together with associated amenity and care facilities. Development is planned in two stages. Stage 1, located west of Davidson Road on land zoned Residential, has already been granted resource consent. Stage 2, located east of Davidson Road, is the subject of this Private Plan Change request.

The proposal seeks to rezone approximately 4.7 hectares of land from the Plains Production Zone to the Havelock North General Residential Zone and Open Space Zone; and 4.4 hectares from the Plains Production Zone to the Havelock North Deferred Residential Zone. It also seeks to incorporate this land into the Brookvale Structure Plan (Appendix 13B) and to make related amendments to the Hastings District Plan to enable efficient, integrated residential development.

The Brookvale East Plan Change directly delivers on the Hastings District Council's strategic aspirations for the land, as outlined in the Napier-Hastings Future Development Strategy 2025-2054 (FDS) and the Long Term Plan (LTP). The land is identified in the FDS as a priority greenfield growth area, earmarked for residential development in the short-medium term (within 10 years). By rezoning the Plan Change area for immediate and future urban use, and integrating it into the Brookvale Structure Plan, the Plan Change enables a well-functioning, connected, and high-amenity neighbourhood that aligns with Council's vision for resilient urban growth. It also supports the delivery of diverse housing options, including a comprehensively planned retirement village, addressing a critical and growing need in the Napier-Hastings urban area.

The Plan Change is underpinned by infrastructure planning and investment already signalled in the LTP, including funding for transport upgrades. It facilitates standalone stormwater management solutions and provides for an integrated wastewater network including a new pump station. The Plan Change provisions ensure development will be coordinated with infrastructure provision and reflect best-practice urban design principles. In doing so, it gives effect to the strategic direction of the FDS and the RPS, and represents a proactive, integrated response to the region's housing and demographic needs.

The overall purpose and objectives of the plan change are to:

1. Facilitate urban development on the subject land including for a retirement village as a Comprehensive Residential Development,
2. Provide for a well-functioning, connected and pleasant living environment in Brookvale, and



3. Integrate land use development on the subject land with the efficient provision of infrastructure.

This report sets out the details of the proposed Plan Change, assesses the potential environmental effects arising from the provisions, and provides a summary evaluation in accordance with Section 32 of the Resource Management Act 1991 (RMA).

Based on the assessment of environmental effects and specialist assessments, it is concluded that the proposed Plan Change will have positive effects on the environment in terms of the social and economic well-being of the community. Other potential effects are able to be managed through the application of the operative Hastings District Plan zone and District-wide provisions.

The Section 32 assessment includes an analysis with respect to the extent to which the objectives of the plan change are the most appropriate to achieve the purposes of the RMA. It also includes an examination of whether the provisions of the plan change are the most appropriate way to achieve the objectives, having regard to alternative options.

For the reasons further detailed in this report, it is considered that the proposed Plan Change accords with the sustainable management principles outlined in Part 2 of the RMA and should be accepted and approved.



## 2. INTRODUCTION

### 2.1 Purpose of this report

This report sets out the scope of the proposed Brookvale East Plan Change and provides a summary evaluation in accordance with Section 32 of the Resource Management Act 1991 (RMA).

### 2.2 Outline of Proposed Plan Change

The overall purpose and objectives of the plan change are to:

1. Facilitate urban development on the subject land including for a retirement village as a Comprehensive Residential Development,
2. Provide for a well-functioning, connected and pleasant living environment in Brookvale, and
3. Integrate land use development on the subject land with the efficient provision of infrastructure.

The plan change will implement Hastings District Council's strategic direction for the subject land which has been long signalled for residential development, initially in HPUDS, and more recently in the FDS.

HPUDS was a joint strategy for managing urban growth on the Plains between 2015 and 2045. It was first adopted by the Hastings District, Napier City and Hawke's Bay Regional Councils in 2010, and reviewed in early 2017. The HPUDS identified urban growth drivers and a preferred settlement pattern for the Heretaunga Plains. It maps certain "defined growth areas" for development in the region but leaves decisions around the sequencing of development of the respective territorial authorities to implement through their long term and district plans. The Site is within the Brookvale future residential greenfield growth area identified as appropriate sometime between 2015 and 2045. It is considered that the Site meets the definition of "identified for future urban development" in the NPS:HPL under clause (b), as addressed further below.

The subject land is also identified in the Napier Hastings Future Development Strategy 2025-2054. The FDS identifies the land within the Brookvale Road greenfield development area (#21) as a short-medium term priority (0-10 years).

To enable residential development consistent with the strategic planning framework, the Brookvale East plan change seeks amendments to the Hastings District Plan that propose to:

- Rezone land east of Davidson Road and north of Brookvale Road (refer Rezoning Plan at **Appendix 1**) from:
  - Plains Production Zone to Havelock North General Residential Zone (Area D) and Havelock North Deferred Residential Zone (Area E); and

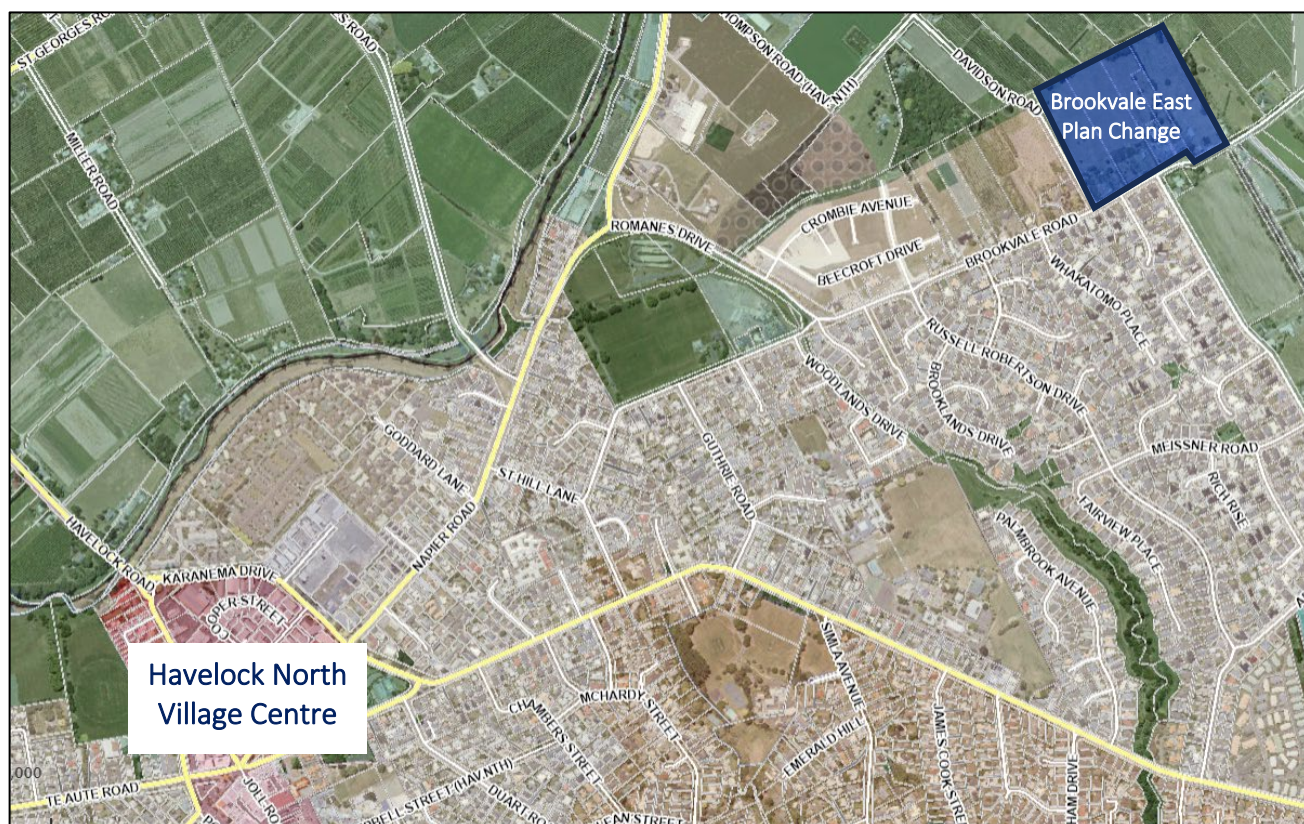


- Plains Production Zone to Open Space Zone and Brookvale Structure Plan – Stormwater Management Area at the north of the site adjoining Crombie Drain within Area D (28m width).
- Amend the Brookvale Structure Plan in Appendix 13B (refer **Appendix 2**) to:
  - Incorporate the land at 137 and 145 Brookvale Road as “Area D” to the Brookvale Structure Plan;
  - Incorporate the land at 155, 157, 159 and 161 Brookvale Road as “Area E” to the Brookvale Structure Plan;
  - Extend the east-west spine road to the east of Davidson Road through Areas D and E, and show an indicative future road connection back to Brookvale Road further to the north-east; and
  - Show indicative north-south cycle/walking connections between the spine road and the Crombie Drainage Reserve through Area E.
- Amend the design outcomes and associated objectives in Appendix 13B to reflect the above amendments to the Brookvale Structure Plan and to enable an updated, integrated Stormwater Management Plan to be provided at each resource consent stage (refer **Appendix 3**).
- Add a new objective and policies for the Havelock North Deferred Residential Zone that recognises the future residential development potential of land identified in an approved structure plan (refer **Appendix 4**).
- Amend 8.2.4.3 to enable ongoing interim use of land zoned Havelock North Deferred Residential (Area E) for productive rural and ancillary residential use until such time as a future Plan Change rezones the land to Havelock North General Residential Zone (refer **Appendix 4**).
- Add a new clause to the Havelock North Residential Environment – Structure Plans standard (8.2.6G) to require that no new residential buildings are occupied in Area D until a new wastewater pump station is available to service the Site in accordance with the Brookvale Structure Plan, or an alternative servicing solution provided (refer **Appendix 4**).



The location that the Brookvale East Plan Change relates to is shown on the map below:

**Figure 1:** Location of Plan Change area



## 2.3 Site Description and Context

### 2.3.1 Overview

The land subject to this Plan Change is located at 137-161 Brookvale Road, with frontage to Davidson Road at its western extent as shown in **Figure 2** below (**the Site**).

The land is generally flat with a general fall of approximately 6% towards the northern boundary. The Crombie Drain is located along the northern boundary of the Site. The Crombie Drain is an historic farm drain that connects via a piped culvert under Romanes Drive to the Karituhenua Stream. The drain is edged by earth embankments and sporadic specimen trees.

The land use on the Site and surrounds is predominantly horticultural and countryside living north of Brookvale Road. The rural character includes low rows of planting, fruit trees, borders of hedging or trees, and houses along the Brookvale Road frontage. South of Brookvale Road, opposite proposed Area D is suburban residential and opposite proposed Area E is an area known as the Arataki Extension, a proposed 157 lot subdivision proceeding under the Fast-Track Approvals Act 2024. A retirement village has been consented to the west of

Davidson Road, adjoining Area D. This is Stage 1 of Metlifecare's retirement village and is likely to be implemented, therefore also forms part of the existing environment<sup>1</sup>.

With regard to the existing roading network, Davidson Road adjoins the Site to the west. This is currently a rural road that extends from Brookvale Road north over a bridge across Crombie Drain to Thompson Road. It has no footpaths or kerbs/channels. Brookvale Road to the south is urbanised along its southern boundary, incorporating footpath and kerb/channel to provide amenity for residents in the adjoining suburban residential area. Adjoining the Site, Brookvale Road retains a rural character including grassed berm and boundary planting.

**Figure 2:** Subject Site



### 2.3.2 Planning context

The Site is currently zoned Plains Production in the Hastings District Plan (**District Plan**) and this zoning extends to the north, east, and south-east (east of Arataki Road) (refer **Figure 3**). The suburban residential land opposite/south of Brookvale Road is zoned Havelock North Residential Environment. Land to the west is within the existing Brookvale Structure Plan and zoned Havelock North Residential Environment with Open Space zone / OS7-55 (Brookvale Reserve C – Crombie Drainage Reserve) along the Crombie Drain (refer **Figure 4** below). The

<sup>1</sup> Queenstown Lakes DC v Hawthorn Estate Ltd [2006] NZRMA 424 (CA)

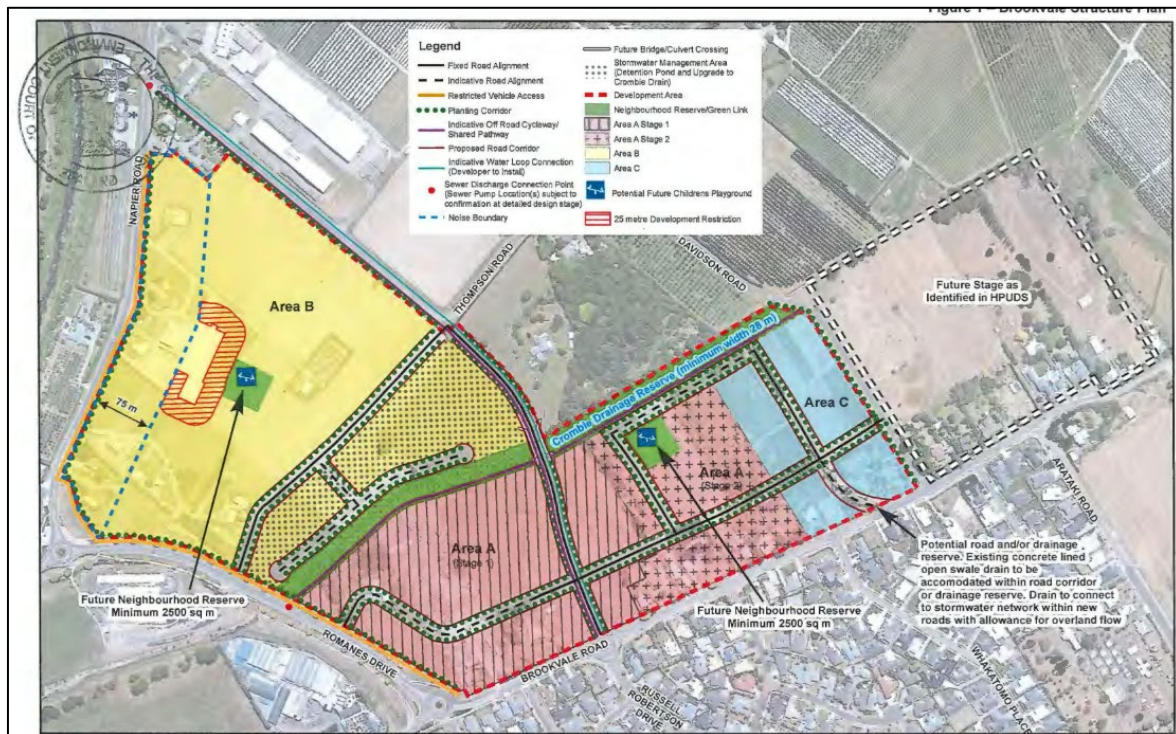


proposed plan change seeks to extend this existing zoning pattern to the east, to apply to the Site.

**Figure 3:** District Plan

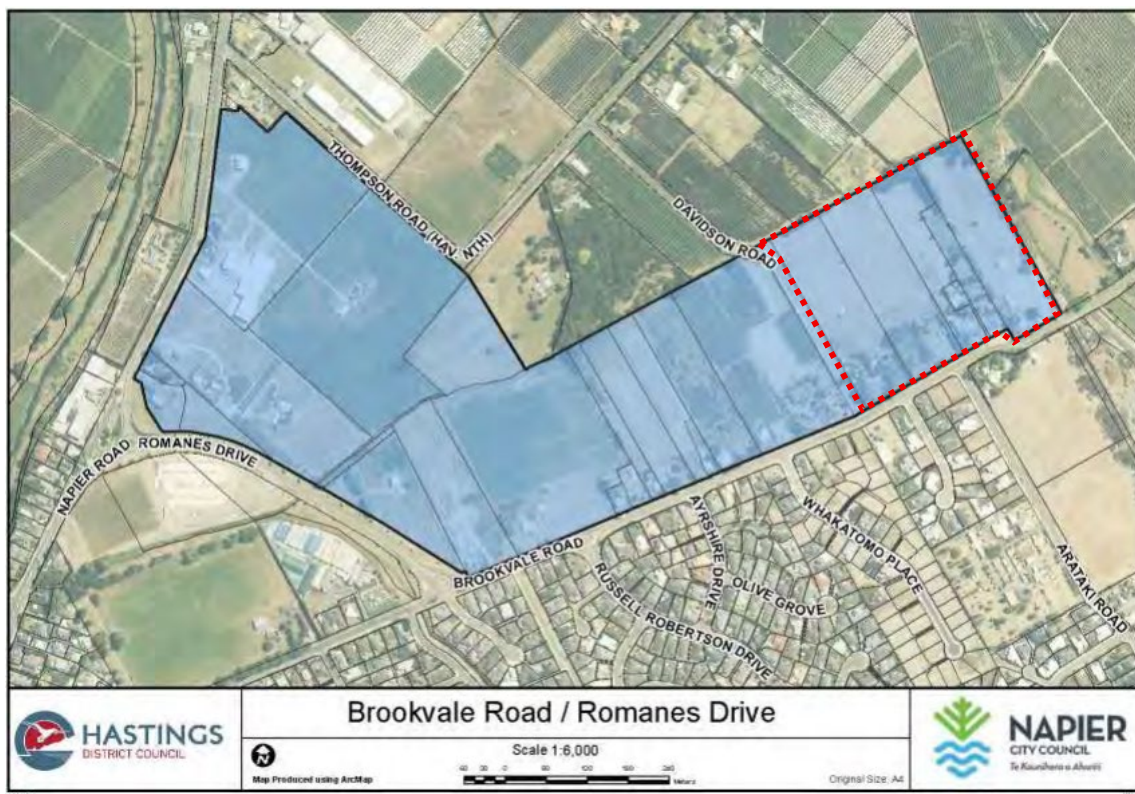


**Figure 4:** Current Brookvale Structure Plan

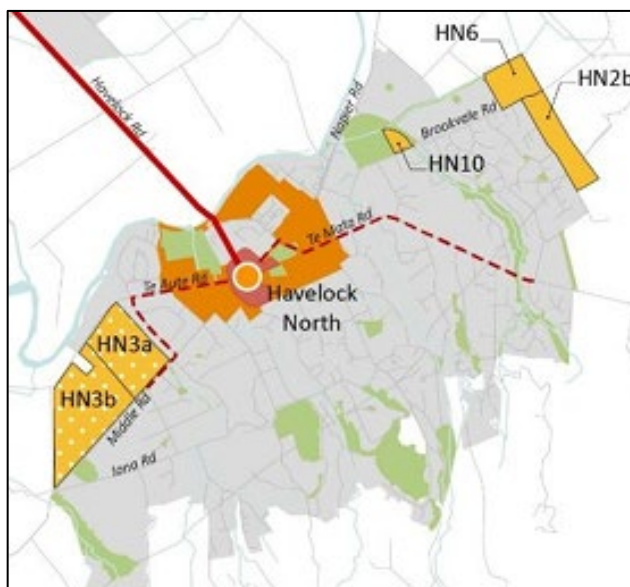


The Site is located within the wider Brookvale Road / Romanes Drive growth area identified in the Heretaunga Plains Urban Development Strategy (HPUDS) as shown in **Figure 5** below. It is also within the Brookvale Road growth area (HN6) in the adopted FDS as shown in **Figure 6** below.

**Figure 5:** HPUDS – Brookvale Road / Romanes Drive



**Figure 6:** FDS – Havelock North (HN6)





### 2.3.3 Geotechnical characteristics

A geotechnical investigation has been undertaken on the Site (**Appendix 5**). Key site characteristics include:

- No active faults or fault exclusion / setback zones have been identified,
- The liquefaction hazard is considered to be low,
- No significant geological or geotechnical hazards were identified on the land,
- The fine-grained near-surface soils are unlikely to consistently meet the criteria for 'good ground' and earthworks are therefore required to facilitate residential development. The underlying gravelly soils are anticipated to be suitable for conventional shallow foundations, and
- Some flooding/inundation may occur along the lower-lying northern portion of the Site (Note: this is within the area identified for future drainage reserve). Stormwater and flood risk is addressed in Section 7.7.

### 2.3.4 Land contamination

A Detailed Site Investigation has been undertaken for Area D, and a Preliminary Site Investigation for Area E (**Appendix 6**). The reports conclude that the subject land has been impacted by HAIL uses, potentially including residual lead or asbestos fibres from historical chicken houses and buildings, and the release of chemical contaminants to the soil through burning, which was identified by the historic presence of a small burn pile in Area D (approx. 2m x 3m) and in Area E. However, in the DSI for Area D the concentrations reported by the laboratory for Area D indicate that contaminant levels are within acceptable standards for residential development. Assessment will be required under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS) at the resource consent stage.

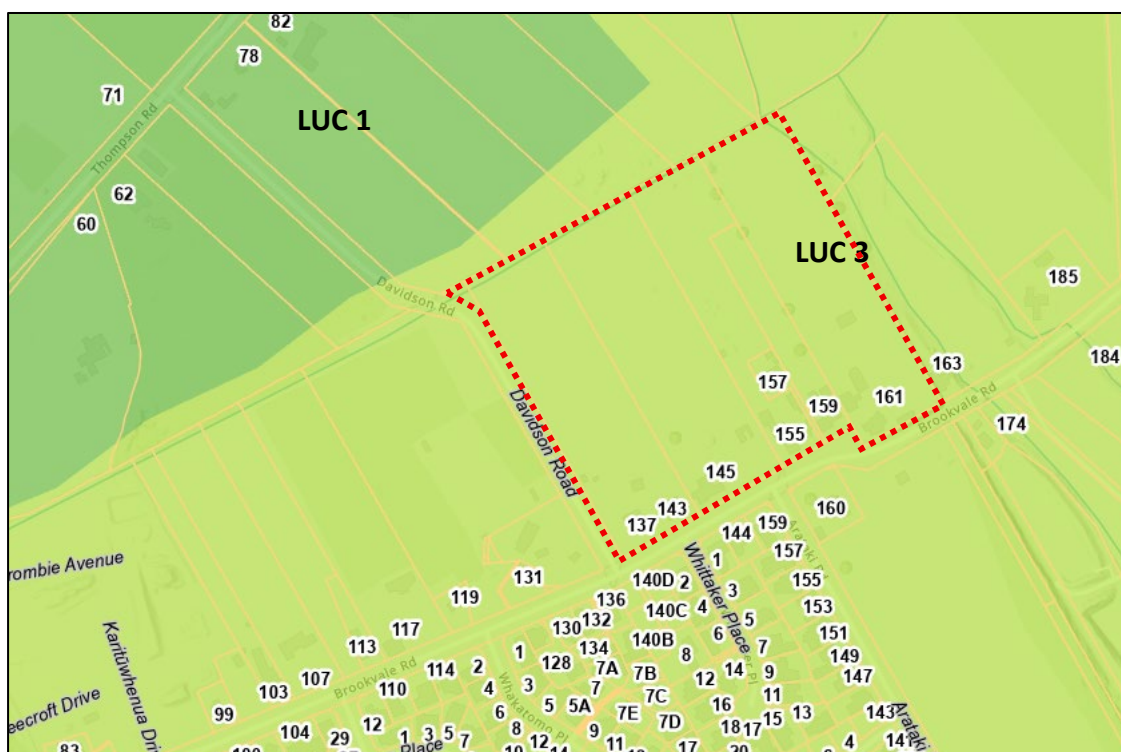
### 2.3.5 Productive capability

The Site is identified as having a Land Use Capability (LUC) category of LUC 3 on the Hawkes Bay Regional Council Land Use Capability Map (refer **Figure 7**). This has been confirmed by both a desktop soils analysis and an on-site survey undertaken to inform a productive capacity analysis (refer **Appendix 7**). The productive capacity analysis concludes that the land is capable of sustaining low-moderate levels of productivity.

The wider area zoned Plains Production is identified as LUC 3 to the west and south-west of the Site, and LUC 1 to the north of the Site and Crombie Drain margins.



**Figure 7:** LUC Extents– Brookvale Road / Romanes Drive / Thompson Road



## 2.4 Titles and Instruments

The Site is held in the following records of title (attached as **Appendix 8**):

Address	Legal Description	Certificate of Title	Area
137 Brookvale Road	Section 1 Block IV Te Mata Survey District	HB100/50	2.2587ha
145 Brookvale Road	Section 2 Survey Office Plan 1837	HBM1/1251	2.4281ha
155 Brookvale Road	Section 24 Block IV Te Mata Survey District	HBK2/1346	1.3225ha
157 Brookvale Road	Section 26 Block IV Te Mata Survey District	HBE4/1391	0.1224ha
159 Brookvale Road	Section 25 Block IV Te Mata Survey District	HBK3/52	0.5784ha



161 Brookvale Road	Section 4 Block IV Te Mata Survey District	HBK2/1420	2.4078ha
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There are no legal instruments on the titles relevant to the Plan Change request.



### 3. DESCRIPTION OF THE PLAN CHANGE REQUEST

#### 3.1 Overview of the Proposed Zoning

The Plan Change seeks approval to rezone the Site from Plains Production to:

- Open Space Zone for a width of 28m at the north of the Site, along the Crombie Drainage Reserve;
- Havelock North General Residential Zone for the balance of Area D currently held as 137 and 145 Brookvale Road; and
- Havelock North Deferred Residential for Area E currently held as 155, 157, 159 and 161 Brookvale Road.

The proposed revised zoning map is provided at **Appendix 1**, and a reduction is provided in **Figure 8** below.

The Sites are also proposed to be incorporated into the Brookvale Structure Plan area as summarised in Section 3.2 below.

**Figure 8:** Proposed Zoning Map





## 3.2 Extension and alteration to Brookvale Structure Plan

The Plan Change seeks the extension of the Brookvale Structure Plan area and alteration of the provisions of the Plan, at Appendix 13B of the District Plan.

The following components are proposed as illustrated in **Appendix 2** (reduction provided in **Figure 9** below).

### New Area D

It is proposed to extend the structure plan to incorporate land at 137 and 145 Brookvale Road as new "Area D". This includes the following key components:

- An extension to the proposed Crombie Drain Reserve for stormwater management purposes. The 28m minimum width is continued and is supported by initial stormwater modelling. This land to be zoned Open Space as set out above.
- The remainder of Area D to be zoned Havelock North General Residential Zone.
- Continuation of the east-west "spine" road parallel to Brookvale Road (being the extension of Beecroft Drive) from Areas A and C into Areas D and E.

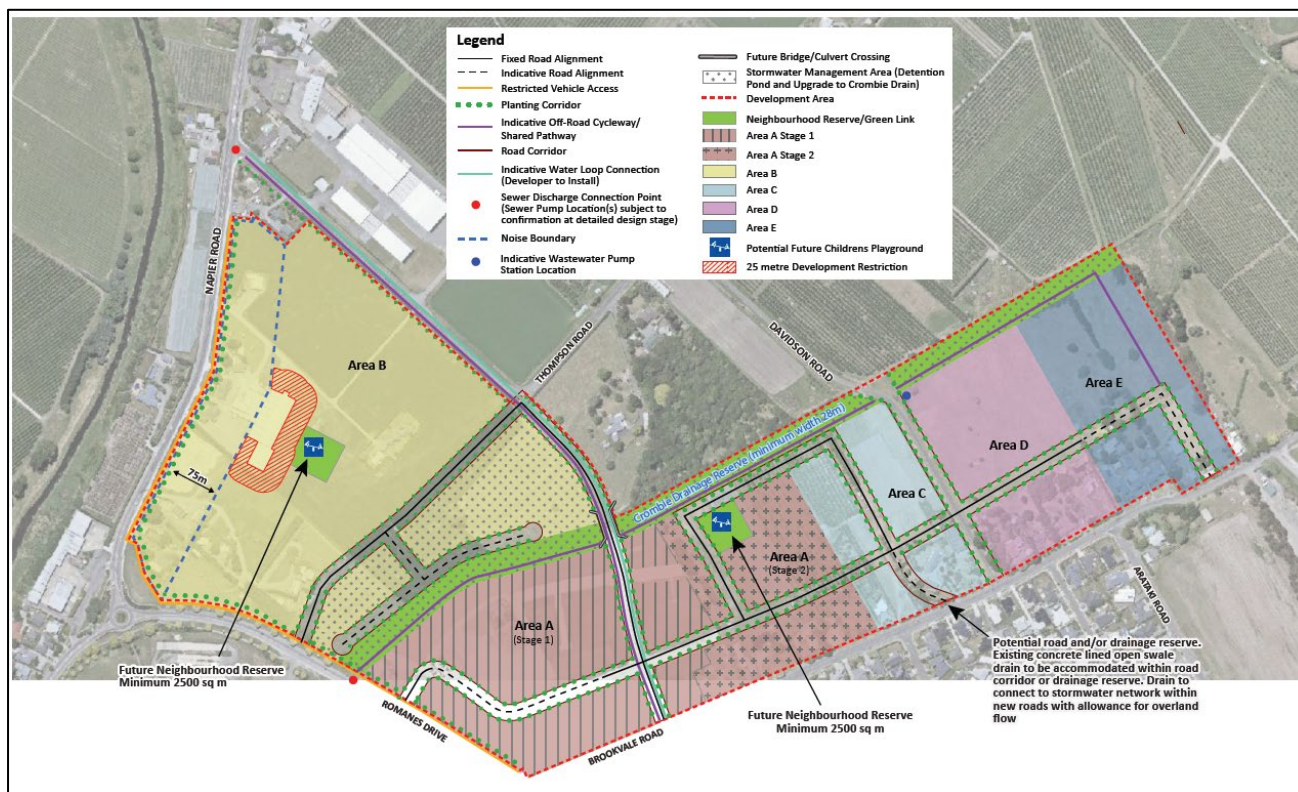
### New Area E

Beyond Area D, the structure plan is proposed to be further extended to provide a "Deferred Residential" zone for the land at 155, 157, 159 and 161 Brookvale Road as new "Area E". The intention is this area will be able to be developed in accordance with the Havelock North General Residential Zone once infrastructure solutions (including timing and funding) have been agreed with HDC and a Plan Change is undertaken to provide a "live" Residential Zone. Initial assessment has been undertaken to support the inclusion of Area E into the structure plan, with further detail to be provided as part of a future rezoning process.

Area E will include:

- A Havelock North Deferred Residential Zone
- On the structure plan, a continuation of the extension to the proposed Crombie Drain Reserve for stormwater management purposes. The 28m minimum width is continued as "indicative" with the final form to be finalised as part of the uplift of the Deferred Residential zone.
- An indicative alignment that continues the extension of Beecroft Drive, from Area D into Area E.
- An indicative road link from the Beecroft Drive extension to a new intersection with Brookvale Road.
- An indicative cycle/walking connection running north-south through Area E to physically and visually connect Brookvale Road to the drainage reserve (this could be on- or off- road subject to further analysis at the land development resource consent stage).

**Figure 9:** Proposed Brookvale Structure Plan



### 3.3 Changes to District Plan provisions

#### 3.3.1 Proposed amendments

Proposed changes to the operative district plan provisions in Appendix 13B are set out in full in **Appendix 3** and **Appendix 4** to this report and are summarised as follows.

#### Brookvale Structure Plan (Appendix 13B)

##### Introduction

- Minor changes to recognise the 2025 Future Development Strategy and the extension of the structure plan to include Areas D and E.

##### Objectives and Policies

- BRSP-O3: A minor change is proposed to BRSP-O3 to update the references to the National Policy Statement on Urban Development 2020 and the Future Development Strategy (FDS).



## Design Outcomes

### *Transportation and the Street Network*

- *BRSP-O2*: Add reference to the extension of the east-west road parallel with Brookvale Road to service Area D, and future development in Area E.
- *BRSP-O4*: Changes proposed to the design outcomes for each road to recognise the proposed design of Beecroft Drive and Davidson Road including the incorporation of traffic calming measures where appropriate. Cross-sections are provided for clarity of intended outcomes.

### *BRSP-O5 Infrastructure services*

- *Stormwater*: Additional wording to recognise that where required, stormwater detention areas should be proposed in the Crombie Drainage Reserve, including in the new Area D. The ability for stormwater management plans (**SMPs**) to be provided for each stage of development, and/or revised at later stages, is introduced, provided that later stages integrate with the overall management approach set out for earlier stages to ensure that the objective of integrated stormwater management is achieved; and to recognise that Area D was not included in the first SMP for the Brookvale Structure Plan.
- *Wastewater*: Amendments to recognise the indicative wastewater pump station location in Area D and to require legal access to the pump station to be provided through Area D to Area E.

### Residential density

- Removal of wording anticipating the future stages of development as this is implemented through this Plan Change.
- Minor wording changes to recognise the minimum 15 dwellings per hectare target and specifically recognising that comprehensive residential development within the structure plan area may include retirement villages as a comprehensive residential development.

### The Green Network – Open Space Zone

- An addition to recognise that an alternative cross-section for the Crombie Drain reserve may be required to facilitate the outcomes sought under a Stormwater Management Plan.

## Rules

### Havelock North Residential Zone

Changes are proposed to the Havelock North Residential Zone to give effect to the Brookvale Structure Plan updates, as follows:



- Amend Rule 8.2.6G STRUCTURE PLANS to require that no occupation of residential units within Area D shall occur until a new wastewater pump station is available in accordance with the Brookvale Structure Plan, or an alternative servicing solution provided.
- Add a new objective, policies and rules for the Havelock North Deferred Residential zone to recognise the intention for future residential development in this area, and to enable ongoing productive and ancillary residential uses to continue in the interim (i.e. until the land is rezoned following confirmation of the timing, funding and design of infrastructure solutions for the area).

No further changes are proposed to the provisions (including rules and criteria) in the Havelock North Residential Zone. Specifically, it is noted that the following rules will continue to apply to Area D:

- Rule 8.2.5K Fencing – clause 4 Brookvale Structure Plan Area: Fence heights will be controlled along the Crombie Drainage Reserve as it extends into Area D.
- Rule 8.2.6L Retirement Villages – will apply to any retirement village development in Area D.
- No change proposed to the assessment criteria in 8.2.8 or 8.2.9 with the minor addition of Area D to 8.2.9B.

### 3.3.2 Co-ordinating development with infrastructure

The objectives and policies of Appendix 13B Brookvale Structure Plan, and the assessment criteria for subdivisions and land use development in Section 8.2 for the Havelock North Residential Environment will continue to apply where applicable to the Brookvale Structure Plan as extended (as amended as set out above). This includes requirements for an integrated stormwater management plan (albeit with opportunities to update as development occurs across the wider structure plan area and the potential for an onsite solution), an integrated connectivity and transport network,

A new rule is proposed in 8.2.6G to require new residential development in Area D to occur once the required new wastewater pump station is available to the Site. This provides certainty that an integrated solution will be provided while providing flexibility for how this is achieved. The proposed servicing solution, which considers a conceptualised development scenario of a retirement village, is set out in **Appendix 9**.

### 3.3.3 Provisions for Mana Whenua Values

The objectives and policies of Section 3.1 of the Hastings District Plan will continue to apply where applicable to the Brookvale Structure Plan as extended. We understand that a key concern to mana whenua is the potential for cumulative impacts of sedimentation and stormwater discharge to the Crombie Drain and wider surface water catchment. Appropriate measures to mitigate these effects during development can be managed at the time of resource consent through the updated Stormwater Management Plan process,



and through assessment of bulk earthworks and stormwater discharge consents, including from Hawkes Bay Regional Council, where required.

### 3.4 Purpose and Reason for the Plan Change

Clause 22(1) of the RMA requires that a Plan Change request explains the purpose of, and reasons for the proposed plan change.

The purpose of the private Plan Change is to enable the development and extension of a comprehensively planned and integrated retirement village and/or alternative residential development that supports a well-functioning urban environment in Brookvale, Havelock North.

The reason for this Plan Change is to facilitate a quality, integrated retirement village offering for Havelock North that spans across both sides of Davidson Road. This will increase the supply and choice of living options in the Havelock North village and wider Napier/Hastings urban area to meet identified demand in the short-medium term.

Future provision for residential extension to the east in Area E creates a consistent zoning pattern, removes the requirement for an additional Schedule 1 process to facilitate development of this area, and is also provided for in accordance with the existing and proposed urban growth strategies.

This report provides an assessment of effects of the Plan Change and an evaluation of the Plan Change prepared in accordance with Section 32 of the RMA. Supporting expert assessment reports are appended to the report. The evolution of the Plan Change concludes that these amendments are the most appropriate way to achieve the purpose of the RMA.

## 4. ACCEPTING THE PLAN CHANGE REQUEST (CLAUSE 25)

The Council has discretion to accept or reject a Plan Change request in accordance with Clause 25 of Schedule 1 of the Resource Management Act 1991 (RMA), subject to the matters set out in Clause 25(4)(a)-(e). Given that the relevant provisions of the Hastings District Plan have been operative for more than two years<sup>2</sup>, the Council is able to reject the Plan Change request only on the following grounds:

- (a) The Plan Change request is frivolous or vexatious (Clause 25(4)(a));
- (b) The Plan Change request is not in accordance with sound resource management practice (clause 25(4)(c));
- (c) The Plan Change request would make the plan inconsistent with Part 5 – Standards, Policy Statements and Plans (clause 25(4)(d)).

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<sup>2</sup> The Proposed District Plan was made "Operative in Part" in February 2020. This includes all sections of the plan with the exception of Section 16.1 which is not subject to the currently proposed Plan Change.



In relation to (a), the proposal cannot be described as frivolous or vexatious. Rezoning of the Site for urban development is anticipated and has been signalled in HPUDS and the draft Future Development Strategy. Considerable technical analysis has been undertaken to inform and support the Plan Change.

In relation to (b), 'Sound resource management practice' is not a defined term under the RMA, however, previous case law suggests that the timing and substance of the Plan Change are relevant considerations. This requires detailed and nuanced analysis of the proposal that recognises the context of the Plan Change area and its specific planning issues.

In this context, the Plan Change is considered to be in accordance with sound resource management practice for the following reasons:

- The proposed rezoning from a rural to urban zoning for residential development is consistent with that anticipated in the Heretaunga Plains Urban Development Strategy (HPUDS) and the proposed Future Development Strategy,
- All necessary statutory requirements have been met, including an evaluation in accordance with S32 of the RMA with supporting evidence, and consultation with interested iwi and hapū has commenced and is ongoing, and
- The Plan Change is considered to be consistent with the sustainable management purpose of the RMA as discussed in the report below.

In relation to (c), the proposed zoning is not inconsistent with Part 5 given that the Plan Change area has been identified as an urban growth area in HPUDS and the proposed FDS and is anticipated as an area of future urban growth in the current Brookvale Structure Plan under the Hastings District Plan.

On this basis, the merits of the proposal should be allowed to be considered through the standard Schedule 1 process.

## **5. STATUTORY FRAMEWORK**

A number of strategic and statutory planning documents have informed the Plan Change. This section provides a summary of those documents and provide an assessment of the Plan Change against the relevant provisions.

### **5.1 National Policy Documents**

#### **5.1.1 National Policy Statement for Urban Development 2020**

The National Policy Statement for Urban Development 2020 (NPS:UD) recognises the national significance of:



- having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future; and
- providing sufficient development capacity to meet the different needs of people and communities.

The proposed Plan Change achieves the key objectives and policies of the NPS:UD by:

- contributing to well-functioning urban environments (Objectives 1 and 8, and Policy 1) as it will:
  - provide additional land zoned Havelock North General Residential Zone which enables a variety of homes, including retirement village units, through the Comprehensive Residential Development and Retirement Village provisions which apply to the Brookvale Structure Plan area,
  - provides for good accessibility and connectivity including through providing safe roading environments for pedestrians and cyclists, continuing the planned shared pathway in the Crombie Drain Reserve, and through providing additional growth in a planned greenfield area which may support future public transport routes,
  - supports competitive operation of land and development markets by enabling additional zoned land suitable for retirement village and other housing in an identified growth area,
  - supports reductions in greenhouse gas emissions by being adjacent to an existing urban area, reducing the need for long vehicle trips to access amenities and services,
  - resilient to the likely current and future effects of climate change, including high intensity rainfall events, by incorporating stormwater detention on an area by area basis while integrating with the wider management approach for the Brookvale Structure Plan.
- Assisting the local authorities in the Napier-Hastings Tier 2 urban area in meeting short-medium term demand for housing, including the retirement village sector (Objective 2, Policy 2).
- Enabling the environment along Brookvale Road, including the amenity values, to develop and change over time in response to the needs of the community, including the ageing community and the increased demand for retirement villages (Objective 4).
- The heights and density enabled in the Havelock North General Residential Zone is commensurate with the level of accessibility and relative demand for housing use in this location. Facilitating one-two storey development at a medium density on the fringe of Havelock North is considered appropriate under Policy 5. The zoning gives effect to the policy direction of the FDS and the RPS.



- Urban development will be integrated with infrastructure planning and funding decisions. Hastings District Council is currently updating its infrastructure plans for the Brookvale Structure Plan area, and this additional zoned land will contribute to efficient provision of infrastructure by providing for additional housing opportunities within the wider identified growth node (Objective 6(a)).
- The proposed rezoning is within an area identified for growth in the FDS and is therefore consistent with the strategic approach to growth undertaken for the Napier-Hastings urban area. The proposed rezoning future proofs residential development to the eastern extent of the future growth area on Brookvale Road and does not preclude options for further urban expansion on Arataki Road, as signalled in the FDS (Objective 6(b)).
- The proposed rezoning is responsive to the high demand for retirement village living in the Napier-Hastings urban area, as identified in economic assessments undertaken by both Metlifecare and Hastings District Council (Objective 6(c)).
- Metlifecare has engaged with Tamatea Pokai Whenua, Kohupatiki Marae and Ruahapia Marae in the preparation of this Plan Change. MLC is committed to continuing engagement through the Plan Change and development process (Objective 5 and Policy 9).

### 5.1.2 National Policy Statement for Highly Productive Land

The National Policy Statement for Highly Productive Land 2022 (**NPS:HPL**) recognises the national significance of protecting highly productive land for use in land-based primary production, both now and for future generations. Rezoning of highly productive land from rural to urban is subject to the objectives, policies and implementation provisions of the NPS:HPL. An assessment of the Plan Change against the relevant provisions is provided below.

#### Is the subject land “highly productive land”

The NPS:HPL includes implementation requirements that specify what is to be treated as highly productive land until such time as regional councils map highly productive land (**HPL**) in the Regional Policy Statement. In the interim, section 3.5(7) sets out that HPL should include land that, at the commencement date of the NPS:HPL:

(a) Is:

- i. Zoned general rural or rural production. The Plains Production zone of the subject site is equivalent to rural production in the National Planning Standards.
- ii. LUC 1, 2, or 3 land. The subject land is classified as LUC 3 (3S 1).

The land therefore falls within clause (a). However, exclusions apply under clause (b) as follows:

(b) Is not:

- i. Identified for future urban development; or
- ii. Subject to a Council initiated, or an adopted, notified plan change to rezone it from general rural or rural production to urban or rural lifestyle.



Subclause (b)(ii) does not apply as the land is not subject to a Council initiated plan change. However, the Site is within a growth area in the HPUDS, as outlined above.

It is considered that the Site meets the definition of "identified for future urban development" in the NPS:HPL under clause (b), for the reasons addressed further below.

*Is HPUDS a strategic planning document?*

HPUDS is a strategic planning document as it is a growth plan or strategy for the region including Hastings, which was formally adopted by resolution of three territorial authorities in 2017.

*Does HPUDS identify the land as suitable for commencing urban development?*

The land is identified for residential development, which is an "urban" activity under the NPS:HPL. The description of the Brookvale greenfield growth area states that it is appropriate for this activity.

*Is the Growth Area identified as suitable for development over the next ten years?*

To meet the definition of "identified for future urban development" under clause (b), land also needs to be suitable for commencing development in the 10 year period following 17 October 2022. The HPUDS applies to a 2015-2045 period, with individual councils to decide on the sequencing of development areas, including in response to demand. Given that the area is described as being suitable for development within the timeframe, and it is anticipated that this could be within the next ten years (subject to decision of HDC), the land is therefore identified as being 'suitable' for development within the next ten years, although this is not explicitly stated. The introduction to the Brookvale Structure Plan provisions in Appendix 13B to the District Plan states that:

This Brookvale Romanes area has been identified in the Heretaunga Plains Urban Development Strategy (HPUDS) as an appropriate area for greenfield residential development and necessary to be included within the 10 year planning period in order to provide an on-going supply of residential land.

It is further noted that the District Plan provisions in place at the time the NPS:HPL was introduced set out that the Deferred Residential Zone for Area C in the Brookvale Structure Plan was to be lifted by 13 January 2025, suggesting that demand to extend the operative structure plan beyond Davidson Road may occur following that date (and within 10 years). Appendix 2 to the District Plan shows the Brookvale Structure Plan extension, incorporating the subject sites, as an "area that may meet Greenfield Needs within the Life of the Plan".

HDC's Long Term Plan 2021-2031 (LTP) set significant funding to facilitate development in the Brookvale Structure Plan area, including for stormwater (\$1.1 million over 2026/2027 and 2027/2028 financial years), wastewater (\$1.4 million over 2026/2027 and 2027/2028 financial years) and transport (\$4.9 million over 2027/2028 and 2028/2029 financial years). The timeline which sets out the most likely scenario of the Council's growth infrastructure identifies that residential growth will be accommodated in the early years via the Brookvale growth area, and states that in years 6-10 "*further Brookvale and Havelock Hills development Is projected*



to come on stream". Council's infrastructure planning therefore anticipates significant uptake of development in the Brookvale area within the next ten years.

This is consistent with the approach in the FDS which indicates that the land is a short-medium term (0 -10 years) priority for new greenfield development.

This suitability of the land for development over the next ten years is further supported by this Plan Change application which confirms the suitability of the Site for residential development as outlined in HPUDS and the FDS.

*Is the land identified at a level of detail that makes the boundaries of the area identifiable in practice?*

The Brookvale greenfield growth area is mapped in HPUDS with clearly defined borders as shown in the **Figure 4** above (refer Section 2.3.2). This is sufficient to ensure that boundaries of the area are identifiable in practice. For completeness, it is noted the land is also identified within the boundaries of HN6 in the draft FDS.

#### *Conclusion*

For the reasons above, the subject land is exempt from the transitional definition of HPL in the NPS:HPL. Therefore, the objectives, policies and implementation criteria of the NPS:HPL do not apply to the subject land.

The Government has also recently consulted on proposed changes to the NPS:HPL to exclude LUC 3 land from the NPS:HPL with immediate effect on the basis that the NPS:HPL overly restricts the supply of greenfield land in some parts of New Zealand.<sup>3</sup> It is anticipated that these changes will be in place in late 2025.

#### Urban rezoning pathway

If the Council disagrees with the assessment above, it is further acknowledged that if the land were to be subject to the NPS:HPL, it would nevertheless meet the requirements for rezoning to enable urban development under section 3.6 as:

- The urban rezoning of this land is required to provide sufficient development capacity to meet demand for housing land to give effect to the NPS:UD (clause 3.6(1)(a)). The economic assessment provided at **Appendix 10** concludes that there is currently insufficient land available to meet the demand for retirement village housing opportunities in the Napier-Hastings Tier 2 urban area.
- There are no other reasonably practicable and feasible options for providing at least sufficient development capacity within the same locality and market while achieving a well-functioning urban environment (clause 3.6(1)(b)). Options for land suitable for retirement village development in the Hastings-Havelock North area are limited. Land immediately adjacent to existing urban areas are generally all LUC 1, 2 or 3. Steep land

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<sup>3</sup> National direction consultation – Package 2: Primary sector: Proposed provisions – Amendments to the National Policy Statement for Highly Productive Land 2022.



that does not fall within these classifications is not suitable for retirement village development. Land not adjacent to an existing urban centre would not achieve a well-functioning urban environment. Further, Stage 1 of the retirement village has already been consented to the west of Davidson Road. Rezoning of the Site will facilitate an efficient and integrated extension to this consented retirement village. A full consideration of alternatives is provided in the economic report at **Appendix 10**.

- The environmental, social, cultural and economic benefits of rezoning outweigh the long-term environmental, social, cultural and economic costs associated with the loss of highly productive land for land-based primary production, taking into account both tangible and intangible values (clause 3.6(1)(c)). An assessment of the productive capacity and value of the subject land has been prepared and is provided in **Appendix 7**. The report concludes that the land is currently unsuitable for commercial horticultural production given the land use capability (only capable of sustaining low-moderate levels of productivity), the potential lack of economic viability given the levels of investment required for the relative return, and the lack of water availability for irrigation. These conclusions have been considered in the overall assessment of alternatives and values in **Appendix 10**.

The alternatives assessment in the economic report meets the requirements of clause 3.6(2) and (3) as it considers options including greater intensification in existing urban areas, rezoning of land that is not highly productive land, and rezoning different highly productive land; and these options are within the same locality and market as the Site.

The rezoning sought is the minimum spatial extent required over highly productive land to provide the required development capacity while achieving a well-functioning urban environment (clause 3.6(5)). Specifically, the density enabled under the Havelock North General Residential zoning, and as specifically proposed for the intended retirement village development will ensure efficient use of the land for providing housing choice in the Napier-Hastings Tier 2 urban area.

For the reasons set out above, as a Tier 2 territorial authority, the Council can allow the rezoning of this land in accordance with the NPS:HPL.

#### Reverse sensitivity

Clause 3.13(1)(b) requires the avoidance if possible, or otherwise the mitigation, of any potential reverse sensitivity effects from urban rezoning that could affect land-based primary production on highly productive land (where mitigation might involve, for instance, the use of setbacks and buffers). The existing District Plan provisions require setbacks from Plains Production Zoned land and no changes are proposed to the existing rules. The Crombie Drainage Reserve to the north of the Site will provide separation between the development of the land, and the LUC 1 highly productive land to the north. Therefore, mitigation measures are sufficiently incorporated. Any infringement to the setbacks will require resource consent and reverse sensitivity for the specific development proposal could be assessed at that time.

Overall, the Plan Change is consistent with the policy direction of the NPS:HPL.



### 5.1.3 National Policy Statement for Freshwater Management

The National Policy Statement for Freshwater Management 2020 (NPS:FM) sets out the objectives and policies for freshwater management under the Resource Management Act 1991. The NPS:FM requires that local authorities must adopt an integrated approach recognising the interconnectedness of the whole environment, and the interactions between freshwater, land, water bodies, ecosystems, and receiving environments. Clause 3.5(1)(d) specifically seeks to encourage the co-ordination and sequencing of regional or urban growth to give effect to the NPS.

The Site incorporates the Crombie Drain at its northern extent. The proposed extension to the Brookvale Structure Plan includes the extension of the proposed 28m wide drainage reserve which retains the existing channel for the drain and provides separation between the urban development and the freshwater body. The co-ordinated approach to stormwater management, including providing for iterative updates to the Stormwater Management Plan to enable flexibility while maintaining integration, is consistent with the policy direction of the NPS:FM. The proposed drainage reserve provides opportunities for management of stormwater including reduction of sediment contamination prior to discharge into the drain. Details of the proposed management of bulk earthworks and stormwater discharge can be assessed through the resource consent process.

Overall, the Plan Change is consistent with the policy direction of the NPS:FM.

### 5.1.4 National Policy Statement for Indigenous Biodiversity

The National Policy Statement for Indigenous Biodiversity (NPS:IB) provides direction to councils to protect, maintain and restore indigenous biodiversity. The Site has been highly modified by horticultural land uses and residential development. The Crombie Drain at the north of the Site has been artificially created with the sole intention of providing drainage for rural activities and therefore the habitat provision for indigenous species is severely limited. No habitats or species of significance were found during the rapid ecological survey however there is a potential for low numbers of Longfin eels to be present. Based on this assessment, there are no significant ecological areas or areas of indigenous biodiversity that will be affected by the Plan Change. Specific effects on the Crombie Drain from earthworks and/or stormwater discharge can be assessed through the resource consent process.

### 5.1.5 National Planning Standards

The first set of national planning standards were published in November 2019. They seek to provide national consistency for the structure, form, definitions and electronic accessibility of Resource Management Act 1991 (RMA) plans and policy statements to make them more efficient and easier to prepare and use.

As the Plan Change is primarily for the rezoning of the Site, and minor changes to existing provisions of the District Plan, no change to the structure or terminology used in the Hastings District Plan is proposed. Therefore, the National Planning Standards have not been applied.



It is anticipated the National Planning Standards will be applied in the next substantial review of the District Plan, incorporating the decision on this Plan Change.

### 5.1.6 National Environmental Standard – Assessing and Managing Contaminants in Soil to Protect Human Health

#### Area D

A Detailed Site Investigation has been prepared for the land within Area D (see **Appendix 6**). The DSI identifies that lead and zinc are mildly elevated across approximately one third of the Site. Arsenic, nickels and cadmium were all reported at background concentrations, whilst copper and chromium were reported in two samples.

One sample has a minor exceedance of the NES standard for arsenic for high density residential land use. Based on the very small size of the burn pile area from where the sample was taken, and the minor degree of exceedance, it is considered likely that during excavation works of the area, arsenic concentrations within the soil would naturally become diluted through movement and excavation of soils.

Overall, the DSI concludes that the concentrations of contaminants reported by the laboratory suggest that they are within acceptable standards for residential use and therefore do not preclude rezoning of the land. Resource consent under the NES-CL will be required at the time of development.

#### Area E

A Preliminary Site Investigation has been prepared for the land proposed to be zoned "Deferred Residential" within Area E (see **Appendix 6**). The PSI identifies potential sources of asbestos and lead paint contamination as a result of historic buildings/structures and a burn pile at 155 Brookvale Road. A DSI and resource consent under the NES-CL will be required at the time of rezoning or development.

## 5.2 Council Strategic Plans

### 5.2.1 Heretaunga Plains Urban Development Strategy

The HPUDS is the result of a collaborative approach by the Hastings District Council, Napier City Council and Hawke's Bay Regional Council towards managing urban growth on the Plains from 2015 to 2045. The joint Strategy was first adopted in 2010, then a reviewed version re-adopted by the three councils in early 2017 (HPUDS 2017).

HPUDS is founded on a series of guiding principles:

- A growing resilient economy which promotes opportunities to live, work, invest and play
- Mana whenua values and aspirations are recognised and provided for
- Productive value of its versatile land and water resources are recognised and provided for and used sustainably



- Urban centres within Napier City and Hastings District have distinct identities and provide complementary working, living and learning opportunities
- Community and physical infrastructure is planned, sustainable and affordable
- Quality living environments with high levels of amenity and thriving communities.

The Site is located within the Brookvale Road/Romanes Drive urban development area. The land is identified as being necessary for urban development within the planning period (i.e. 2015 to 2045) and the description states that the availability of services to the Site would not be an issue for growth consideration. Compatibility with adjacent land uses in particular productive rural land uses is identified as a potential issue and this has been addressed in this report, including through the retention of the buffer control for the Havelock North Residential Zone, and the provision of a minimum 28m wide open space drainage reserve along the Crombie Drain alignment. Reverse sensitivity issues arising from the significant Te Mata Mushrooms facility to the southeast is identified as needing to be addressed. This facility has since ceased significant operations and it is understood residential development is now planned for that site, therefore this is no longer an issue.

Overall, residential development of the Site is anticipated in HPUDS and the matters identified for further assessment have been addressed in this Plan Change application.

### 5.2.2 Future Development Strategy

Hastings District Council, Napier City Council and Hawke's Bay Regional Council have recently jointly adopted a Future Development Strategy for the Tier 2 Napier-Hastings urban area as required under the NPS:UD. The FDS guides development across existing urban areas and areas close by across the two districts over the next 30 years.

The land subject to the Plan Change is identified in the FDS as a "New / Expanded Residential Area" (HN6). HN6 has also been identified in the FDS as being of short-medium term priority (0-10 years).

This Plan Change has been prepared to enable urban development of the subject land to occur in advance of the FDS implementation being progressed by HDC, including through undertaken council-led structure plans and plan changes. This is due to the significant demand for retirement village living opportunities in the region as canvassed elsewhere in this report. Further, there is a long lead time for new development.

The proposed structure plan including connectivity and potential servicing solutions do not preclude integration of future urban development to the east (within Area E) and south-east of the site. It therefore does not preclude nor predetermine other future growth opportunities identified through the FDS.

### 5.2.3 Long Term Plan

HDC's Long Term Plan 2024-2034 (LTP) sets out the intended infrastructure funding and investment including to facilitate urban growth over the ten-year period. As noted above,



the LTP sets aside significant funding to facilitate development in the Brookvale Structure Plan area, including for stormwater (\$1.3 million over 2024/2025 and \$2.118 million over the 2026/2027 financial years), and transport (\$4.2 million between 2024/2025 – 2026/2027 financial years). This investment will facilitate the development planned within the existing Brookvale Structure Plan area and enable cumulative effects on the infrastructure network from the Plan Change to be managed.

Metlifecare understands HDC is currently undertaking updated modelling of the infrastructure networks to inform the design of upgrades for the area as anticipated in the LTP.

### 5.3 Regional Policy Statement

Section 75 of the RMA states that a district plan “must give effect to” any regional policy statement (RPS). The Hawke’s Bay RPS includes Chapter 3.1B “Managing the Built Environment” which sets out objectives and policies for urban development and integration of land use with infrastructure. The proposed Plan Change achieves the key objectives and policies of the RPS, including Chapter 3.1B, by:

- Integrating the urban extension with the existing Brookvale Structure Plan to achieve a quality-built environment, including through showing indicative connections (road, walking and cycling), land required for stormwater treatment, and land to be set aside for open space (OBJ UD1(a), POL UD10.1, POL UD10.3, POL UD11).
- Setting out in the Plan Change and supporting documentation how infrastructure will be provided including how stormwater and wastewater will be managed. Natural, cultural and archaeological values have been assessed (noting that engagement with mana whenua to further identify and assess cultural effects is ongoing and will be further progressed at the design/resource consent stage) (POL UD10.4).
- Retaining existing provisions that seek to manage reverse sensitivity effects, including extending the alignment of the Crombie Drainage Reserve (minimum 28m width) to the north of Area D which will provide separation between residential development and the use of the LUC1 highly productive land to the north (OBJ UD1(b-c)).
- Avoids unnecessary encroachment of urban activities on the versatile land of the Heretaunga Plains. Rezoning is limited to the extent required to facilitate a retirement village to meet high demand in the region and existing Brookvale Structure Plan and Zone provisions that facilitate medium density comprehensive residential development to be retained for Area D (OBJ UD1(d); POL UD1).
- Providing a framework to appropriately manage stormwater and flooding risk (OBJ UD1(e)).
- Enabling urban development in an integrated, planned and staged manner as anticipated for Brookvale under the existing District Plan provisions and HPUDS (OBJ UD4).
- The relevant matters for territorial authorities to consider when assessing rezoning and structure plans under POL UD12 have been assessed throughout this report. These



matters essentially aim to confirm the suitability of an area for urban development purposes.

In summary, the RPS sets a vision for planned, compact and well-designed urban development within defined urban limits on the Heretaunga Plains, with limited encroachment on the versatile soils of the Plains; and a staged approach to the release of land for greenfield growth which ensures balanced supply (both in terms of price and location) and the efficient, planned provision of public infrastructure. Overall, the Plan Change is consistent with the policy direction of the RPS.

## 5.4 Hastings District Plan

The Hastings District Plan seeks to reduce the impact of urban development on the resources of the Heretaunga Plains in accordance with the recommendations of the adopted HPUDS (OBJECTIVE UDO1). As discussed above, the Site is within a growth area identified in HPUDS. The extension and amendments to the Brookvale Structure Plan will continue to give effect to the key objectives including:

- That the Brookvale Urban Growth Area develops into a pleasant living environment that is well connected to the adjoining neighbourhoods, parks and recreational areas (BRSP-O1). This is further assessed in Section 7.1 of this report.
- That the quality of the environment created within the Brookvale Urban Growth Area reflects best practice urban design outcomes and the New Zealand Urban Design Protocol (BRSP-O2 – refer Section 7.1 of this report).
- That the development provisions that shape the Brookvale Urban Growth Area seeks to assist the Council in achieving the objectives of the NPS-UD, the RPS, and HPUDS in terms of development that uses land efficiently while creating a high-quality environment (as assessed throughout this report).

The Plan Change is also consistent with the wider objectives and policy framework of the District Plan:

- The Plan Change, including the revised Brookvale Structure Plan and supporting design outcomes, will establish and maintain a safe, efficient and environmentally appropriate roading network which is provided in a co-ordinated and integrated manner (OBJECTIVE TSO1 and OBJECTIVE TSO3)
- Safe, efficient and convenient pedestrian and cycle routes are enabled through the Plan Change area (OBJECTIVE TSO4)
- The Plan Change will retain the existing provisions for comprehensive residential developments and extend this into Area D of the Brookvale Structure Plan, enabling efficient development of the land resource while providing for high levels of environmental amenity (OBJECTIVE MDO1 and OBJECTIVE MDO2)
- Metlifecare has commenced engagement with mana whenua and this will continue through the development stages (OBJECTIVE TWO1)



- Utilising the existing Havelock North General Residential Zone for Area D (and for Area E following uplift of the deferred status), together with a structure plan and design outcomes that seek consistent urban form and landscaping, will ensure new developments will be of a design, scale, layout and intensity that is consistent and compatible with the existing residential areas of Havelock North (OBJECTIVE HNRO1)
- The rezoning will facilitate the development of a retirement village within the Brookvale Structure Plan area which will provide a valuable service to the community and satisfy a proven community need (OBJECTIVE HNRO4)
- The proposed provisions regarding stormwater management, including extending the Crombie Drainage Reserve into Area D (and Area E following rezoning in accordance with the structure plan) will provide a planning mechanism that ensures development is designed to protect people, property and infrastructure of the community from flooding and ponding effects associated with stormwater runoff (OBJECTIVE HNRO5).

Overall, the proposed changes to the District Plan sought through this Plan Change will be consistent with the operative objectives and policy direction.

## 6. CONSULTATION AND ENGAGEMENT

### 6.1 Background

The identification of the Site within the Brookvale Road/Romanes Drive future growth area of HPUDS went through a community engagement process in July/August 2016 and resulted in over 50 submissions being received. A hearing was held on 4<sup>th</sup> October 2016 and the revised HPUDS was adopted by Hastings District Council, Napier City Council and Hawke's Bay Regional Council in early 2017.

The review of HPUDS occurred in parallel with resolving a request to rezone the land at Brookvale as part of public submissions on the (then) Proposed District Plan in 2014. This resulted in the existing extent of the Brookvale Structure Plan, including identification of the Site within a "Future Development Area" being incorporated into the Operative District Plan. Hastings District Council issued a newsletter on the Brookvale urban development area in February 2020<sup>4</sup>.

More recently, the Napier-Hastings Future Development Strategy has been through a stakeholder and community engagement process. The public notification period was from 23<sup>rd</sup> November to 23<sup>rd</sup> December 2024, with hearings on the draft FDS held in March 2025.

Therefore, previous community engagement has addressed the potential of the land to be developed for urban development as proposed within this Plan Change. The Plan Change does not seek to substantially change any of the existing provisions for the Brookvale Structure Plan or Havelock North General Residential Zone. Therefore, the focus of targeted

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<sup>4</sup> <https://www.hastingsdc.govt.nz/assets/Document-Library/Brookvale/2.2020-Brookvale-Newsletter.pdf>



engagement has been to gain understanding of the potential concerns of key stakeholders to inform the Plan Change development.

## 6.2 Mana whenua

The Brookvale Road area was largely adopted as a greenfield growth area through the review of HPUDS, which involved input from Ngāti Kahungunu at that time. In the early stages of preparation of this PPC in 2023, Metlifecare contacted Te Taiwhenua o Heretaunga and Heretaunga Tamatea Settlement Trust to provide an initial overview of the proposed rezoning in the context of the wider retirement village development.

More recently (17 June 2025), a hui was held onsite with representatives from Tamatea Pokai Whenua (TPW), Kohupatiki Marae and Ruahapia Marae. Key matters discussed were in relation to stormwater management including concerns about the cumulative impacts on Karamu Stream and the wider receiving freshwater environment; archaeological protocol; and potential to reflect cultural narratives in the design of the retirement village. It was determined that no Cultural Impact Assessment was required at this time but may be required at the development/resource consent stage.

Ongoing engagement with TPW and marae representatives will inform the design of the village and associated stormwater detention at development/resource consent phase following the rezoning process. Metlifecare has indicated there are potential opportunities to implement the Te Aranga Design Principles by incorporating cultural narratives into the village, for example through the naming of private accessways; design of wayfinding signage; native plant selection; and co-design of building elements such as entrance features and art works.

## 6.3 Hastings District Council

Metlifecare has undertaken pre-lodgement engagement with HDC regarding the Plan Change, including in relation to stormwater management, servicing, and the deferred residential status for Area E. Preliminary discussions have assisted in the preparation of the revised and extended structure plan and associated assessments. Discussions commenced in 2023 and were placed on hold while resource consent was sought for Stage 1 of the retirement village development west of Davidson Road. In mid-2025, HDC was provided the opportunity to review and comment on the draft revisions to provisions prior to finalising the revised PPC for submission. Minor comments were received regarding the scope of the infrastructure and transport assessments to support the extended structure plan, and minor changes to the associated provisions to reflect the proposed road cross-sections. These have been incorporated into the technical reports and proposed provisions of this Plan Change.

## 6.4 Hawke's Bay Regional Council

Metlifecare has undertaken pre-lodgement engagement with Hawke's Bay Regional Council regarding the proposed stormwater management approach including the flood detention adjoining the Crombie Drain. Access to the drain for maintenance purposes was raised as a



matter to be addressed. No fundamental opposition to the proposed stormwater management approach was raised; however, these details will be assessed at the resource consent/development stage.

We understand that the management of the lower sections of the Crombie Drain will become managed by the HDC as part of the Havelock North Streams agreement with HBRC.

As the area is identified within HPUDS, the Hastings District Plan and the FDS as an area for future urban development, no wider discussion with HBRC regarding the rezoning proposal has occurred pre-lodgement.

## 6.5 Adjacent property owners

Metlifecare has undertaken preliminary discussions with property owners to the east and west of the Plan Change area, north of Brookvale Road. A copy of the letter sent, and a map of the properties the letter was sent to, is provided at **Appendix 14**.

Key matters raised with Metlifecare are as follows:

- *Urban development on Brookvale Road:* Property owners to the east of Metlifecare's landholdings on Brookvale Road have given early indications they may wish to pursue urban development opportunities in the future. The Plan Change has incorporated a Deferred Residential zone for Area E for the properties east of Metlifecare's landholdings.
- *Stormwater management:* Questions have been raised about potential runoff onto surrounding private properties. Stormwater will be fully managed within the plan change area, including within the Crombie Drain reserve or by way of an offsite solution. A number of options are available (as shown in the enclosed Infrastructure Report at **Appendix 9**) and the final design will be provided at resource consent stage. Stormwater solutions for Area E will be required to be demonstrated prior to uplifting of the deferred residential status through a future Plan Change process.
- *Potential road within Area C:* The existing structure plan shows a potential road and/or drainage reserve from the Beecroft Drive/internal east-west spine road, to Brookvale Road. Concern has been raised about the potential for this to be a road and any implications for access for properties opposite this location. This is outside the scope of this Plan Change which only seeks an extension to the Brookvale Structure Plan to the east of Davidson Road, however, it is noted Metlifecare have an approved resource consent for Area C which shows this as a drainage reserve only with no additional road connection through to Brookvale Road at this location.
- *Davidson Road:* A question was raised around the long-term function of Davidson Road and whether this would be closed, reducing access to properties to the north of the structure plan area. This is not proposed in the PPC. It is proposed to upgrade Davidson Road for the portion through the structure plan from a rural to urban standard in recognition of the zone changes.



- *Privacy for properties to the north:* Concern was raised about potential impacts from residential development on privacy for properties to the north. It is noted that the Crombie Drain will be 28m in width, providing a reasonable separation distance from the boundary with properties to the north. Further, it is noted that the existing residential units for those properties are located closer to Thompson Road, further reducing potential privacy effects.
- *Scope of Plan Change:* It was questioned whether the scope of the Plan Change could be extended to enable residential development north of Crombie Drain. The PPC is consistent with HPUDS and the proposed FDS and land north of Crombie Drain is not identified in those documents as a future urban development area. Therefore, the scope has not been extended.

As the Site is identified within HPUDS, the Hastings District Plan, and the FDS as an area for future urban development, and this is therefore anticipated by existing planning documents, no wider discussion with other property owners in the wider area or the general public has occurred pre-lodgement.

## 6.6 Other parties

Metlifecare has also contacted the following parties:

- *Te Mata Mushrooms:* Letter sent on October 9<sup>th</sup>, 2023, and follow up on 10<sup>th</sup> November 2023. No response has been received to date.
- *Save the Plains:* Initial contact advising of the proposal was made in September 2023. No formal response has been received to date. It is noted that Save our Plains supported the inclusion of the subject land (HN6) in its submission on the draft FDS.
- *CDL (developers of the Arataki Extension):* Metlifecare have had ongoing discussions with CDL and their consultants in early/mid 2025. The technical reports supporting this PPC have had regard to the proposed scale of development and draft technical assessments for the proposed Arataki Road development, ensuring an integrated approach to urban growth and servicing in this area.



## 7. ASSESSMENT OF ENVIRONMENTAL EFFECTS

Section 76 of the RMA states that in making a rule, the territorial authority must have regard to the actual or potential effect on the environment of activities including, in particular, any adverse effect. This section details the actual and potential effects that the proposed Plan Change provisions, including extending the provisions of the Havelock North General Residential Zone to Area D and the Deferred Residential Zone to Area E, may have on the environment. This assessment is based on analysis and reporting undertaken by various experts, which are attached as appendices to this report.

### 7.1 Urban Form and Quality Built Environment

An Urban Design Assessment has been undertaken for the Plan Change (refer **Appendix 11**). The key conclusions of the assessment against urban design principles are as follows.

#### *Connected and integrated neighbourhood*

The proposed amendments and extensions to the key roading, pedestrian and cycle connections will enable integration with the approved retirement village development in Area C, provide for potential future connectivity to the east (Area E) at such time as the deferred status is uplifted and residential development occurs; enable certainty that permeability will be achieved; and provide a balance between achieving certainty of key connections while enabling flexibility to developers in providing additional roads that meet the needs of specific developments. Further, the assessment concludes that the provisions of the Brookvale Structure Plan (including design outcomes), together with existing District Plan subdivision and comprehensive residential development criteria, are adequate to ensure block sizes that provide for an appropriate level of permeability and connectivity can be appropriately assessed at the resource consent stage.

#### *Open space connectivity and amenity*

The extension of the Crombie Drain reserve through Areas D and E will enable a strong open space linkage and integration with the Crombie Drainage Reserve in the existing Brookvale Structure Plan area. The existing fencing standards for residential development adjoining open space in the Brookvale Structure Plan will apply to the new Area D and this will assist in facilitating passive surveillance and an activated edge. Further, the north-facing aspect of future residential units to the drainage reserve will mean that residents are likely to be using and occupying the northern part of their lots and therefore looking out over the reserve.

In summary, the Plan Change is considered to continue to provide a framework for future residential development that will result in a well-connected and integrated neighbourhood and open space network.



### *Walking and cycling*

The Plan Change removes specific reference to providing cycle lanes for the internal street network for Beecroft Drive. This is to recognise that no cycle lane is being provided on the approved and under construction Beecroft Drive ("spine road"), and therefore there would be no utility in requiring these to be provided for the remainder of the road. Davidson Road is intended to be retained as a 'cycle friendly route' between on-road cycle lanes on Napier Road to the north and Te Mata Road to the south. It is not expected to be a highly utilised cycle route given its location in the wider network so dedicated cycle lanes are not proposed, however, the design outcome seeks a slow speed and cycle friendly environment to provide a safe and attractive route for those cyclists that do use Davidson Road. The Plan Change continues the recreational walking and cycling connection along Crombie Drainage Reserve and provides for connections from the new urban development area to that shared pathway.

Overall, the proposed modifications set out in the Plan Change are considered to continue to achieve a future urban environment that supports walking and cycling.

### *Compatible built form*

The urban design assessment concludes that the application of the Havelock North General Residential Zone, together with its associated development standards, to proposed Area D will enable it to develop in a manner which is compatible and consistent with the surrounding existing residential area.

### *Summary*

Overall, the Plan Change is considered to be consistent with quality urban design outcomes and will therefore not give rise to associated adverse effects relating to connectivity, urban integration or the quality of the living environment.

## **7.2 Landscape and Visual Amenity**

A Landscape and Visual Effects Assessment has been undertaken for the Plan Change (refer **Appendix 11**). The assessment acknowledges the rural setting of the site, and the planned change to residential land use within the existing Brookvale Structure Plan area. In addition to residential development, the assessment identifies that earthworks will be required to establish a street network and prepare the land for development, which will require modification and further flatten the broadly balanced topography. Existing vegetation is not considered to be of sufficient value to justify retention or protection. Instead, landscaping will be provided as part of development in accordance with the design outcomes for the extended Brookvale Structure Plan, including through an appropriate quality of vegetation streetscape and pedestrian walkways/cycleways that link together the open space network.

Public open space will be provided through the Crombie Drainage Reserve.

The assessment concludes that although the landscape will inherently change, the effects will be neutral. Further, visual effects on road users and residential viewing audiences are also



concluded to be neutral as although there is a change in land use, the termination of residential activity at the Crombie Drain to the north and Arataki Road to the south will provide a clear edge. Further, the design outcomes set an expectation for a tree-lined road network consistent with the visual amenity provided in Havelock North.

### 7.3 Productive land

An assessment of the productive capability of the land was undertaken by Fruition in May 2023 (see report at **Appendix 7**). The report concludes that the land has a Land Use Capacity (LUC) category of 3S 1. The main limitations of the Site arise from the presence of shallow stoniness, and shallow clay horizon in the rooting zone. This limits the productivity of the land. The analysis identified consideration variability on the growth of existing trees within the Site which *“illustrates the difficulty that would be encountered in achieving uniform plant growth and performance preferable for commercial operations”*.

There are no current resource consents allocating water for irrigation on these properties. This further restricts the potential for commercial horticultural production on the Site.

Although the land has productive potential, this is relatively low in the context of other greenfield urban growth options for the Hastings/Havelock North catchment.

### 7.4 Economic

An economic assessment of the Plan Change has been undertaken by Property Economics (**Appendix 10**). The assessment identifies that the estimated existing latent demand for retirement units is approximately 220, and that this is projected to increase to a shortfall of approximately 950 – 1,150 units by 2034 under the Statistics NZ Medium and High growth scenarios. It is acknowledged that other Plan Changes and development proposals for retirement villages in the wider Napier-Hastings area will assist in reducing this shortfall however there is still an unmet demand which will continue grow because of the aging population. The Plan Change will rezone land suitable for retirement village development and will therefore provide economic benefits in terms of meeting this demand.

Further, the Plan Change is assessed as being unlikely to have a significant economic impact on the primary production sector due to the LUC 3 classification and its limited production potential.

In summary, the economic assessment concludes that the proposed Plan Change would generate significantly greater economic benefits than economic costs associated with alternative uses.

### 7.5 Transport

An Integrated Transport Assessment has been prepared for the Plan Change (**Appendix 12**). The report concludes that the proposed changes to the structure plan to provide for



residential development of the Site are appropriate and will ensure that it is well-connected with the surrounding communities and beyond for both vehicular and active mode travel.

The upgrades proposed for the wider Brookvale Urban Development Area (funded in the LTP) will provide intersection upgrades to ensure safe and convenient access to and from the wider Brookvale Structure Plan. The initial transport modelling that supported the design of those upgrades included the Site and therefore the traffic generation that will be enabled by the Plan Change is anticipated. Upgrades will be required to Davidson Road to provide an appropriate environment to support residential use, including increased vehicular usage, safety and efficiency, and accessibility for active mode travel. The Plan Change objectives and design outcomes will facilitate this prior to or at the time of development.

Overall, it is concluded that the provisions of the Plan Change together with the existing investment proposed to support the Brookvale Structure Plan will ensure an integrated, safe and efficient safe transport environment.

## **7.6 Vegetation and Ecology**

The Site is highly modified for rural productive and residential purposes, and no significant vegetation is identified. A rapid ecological assessment was undertaken for the Crombie Drain in December 2022. The report identifies that riparian cover was typically poor for the majority of the Crombie Drain within the Plan Change area. Isolated large exotic trees provide small areas of shading but insufficient to prevent excessive macrophyte growths. The channel is typical of an artificial drainage structure and mown and/or sprayed bank vegetation. There is little habitat for indigenous birds, although Pukeko and Mallard Ducks were noted within the drain.

The Plan Change seeks to retain the Crombie Drain within the 28m wide drainage reserve. No proposed change to the existing channel is required. There are no areas of significant vegetation or ecology to protect from residential development. Specific effects including managing sedimentation and stormwater discharges on the receiving surface water environments can be adequately assessed through the resource consent process. The proposed provisions therefore will not result in adverse effects on the environment compared with the existing.

## **7.7 Flooding and Stormwater Management**

The Plan Change seeks to retain the Stormwater Management Plan approach for the Brookvale Structure Plan; however, it enables updates to this to meet specific development requirements at each stage provided that the overall objective of an integrated approach is still achieved. The Plan Change also seeks to extend the Crombie Drainage Reserve (minimum 28m width) to Area D and enable this to provide for flood storage prior to discharge of stormwater to Crombie Drain. This would be subject to approval at the resource consent stage. Further details of the proposed approach for Area E would be required to uplift the deferred status through a further Plan Change process.



To ensure that the proposed approach is achievable for future development, Strata Group Limited prepared a conceptualised development that meets the aspirations of the application for a retirement village (refer **Appendix 9**). The conceptualised development scenario is demonstrated through design and flood modelling to be able to be adequately managed to minimise flooding risk to the required design standards. Three options are provided which can be confirmed at resource consent stage, including options for stormwater to be fully managed without relying on external solutions.

The concept options for stormwater management include assumptions about the volume of overland flow from Arataki Road, including following the planned (but not yet approved) CDL development.

## 7.8 Servicing

The Plan Change seeks to enable residential development of Area D within the extended Brookvale Structure Plan, i.e., to the east of Davidson Road. This area is currently not serviced. The engineering report at **Appendix 9** sets out the conceptual servicing approach for a conceptualised development, demonstrating that a servicing solution meeting HDC's Code of Practice can be achieved.

Wastewater management is proposed as a combined gravity and pumping system. The internal network can be gravity-operated, and then the collected wastewater would be pumped to the existing HDC network from a proposed new pumpstation. The pumpstation has been preliminarily sized to receive future flows from the Site and future proofed to enable modular upgrades for the deferred residential. The Brookvale Structure Plan will also require legal access to public wastewater to be provided to Area E, through Area D to the wastewater pumpstation. The timing, funding, and final location of the pumpstation is subject to further discussions, however, as a code-compliant servicing solution can be achieved and the Plan Change requires wastewater servicing to be provided prior to development, no adverse effects relating to wastewater management are generated by the rezoning.

For potable water, the existing 300mm diameter water main along Brookvale Road can be tapped near both ends of the southern boundary. It is anticipated that there is sufficient capacity in this network to service the scale of development enabled by the Plan Change.

The final servicing solution will depend on the scale and layout of the proposed development, and this will be assessed through the resource consent process. Overall, the Plan Change can be adequately serviced, and the District Plan provisions provide sufficient certainty that infrastructure will be in place to service the development.

## 7.9 Heritage and Archaeology

An archaeological assessment has been prepared (see **Appendix 13**). Although no existing archaeological sites have been identified, the assessment references a 1950 historical aerial photograph that has shown there was Māori occupation in the area along streams and rivers, that was still evident in areas that had not been developed into horticultural/agricultural land



or for residential development. Further, there had been some pre-1900 European development in the area that may remain subsurface.

An Accidental Discovery Protocol would apply to future residential development on this land to manage effects on subsurface archaeology should this be identified. This is consistent with the approach for the existing Brookvale Structure Plan development.

## 7.10 Cultural Values

No sites of significance or wahi tapu have been identified in the existing Brookvale Structure Plan area. As noted in Section 7.9 above, an historical aerial photograph indicates previous Māori occupation in the area. Discussions with representatives of Tamatea Pokai Whenua, Kohupatiki Marae and Ruahapia Marae identified stormwater management, sedimentation and water quality in the receiving surface water environments as a key concern for mana whenua relating to development of the area. Cultural narratives may also be shared to help incorporate cultural elements into the retirement village development should the Plan Change be successful.

An archaeological authority will be sought prior to development of the Plan Change area, and this will include development of an accidental discovery protocol with mana whenua in the event any subsurface archaeology is identified. The stormwater management provisions together with existing district and regional plan requirements will apply at the time of resource consent to ensure potential sedimentation and water quality effects are identified and minimised to the extent possible. No change is required to the existing Crombie Drain channel to facilitate development in the extended structure plan area.

Engagement with mana whenua will continue through the Plan Change and development process to ensure potential effects on cultural values are identified and avoided to the extent possible or otherwise mitigated.

## 7.11 Land contamination

A Detailed Site Investigation (DSI) for the subject land (Area D) was prepared by EAM NZ Limited in February 2023 and a PSI for Area E in June 2025 (see report at **Attachment 5**). The DSI identifies that lead and zinc concentrations in the soil are mildly elevated across approximately one third of that part of the Site. Arsenic, nickels and cadmium were all reported at background concentrations, whilst copper and chromium were reported in two samples.

One sample location (collected from a small burning pile) had elevated levels of arsenic, just above the NES standard for high density residential land use. This is indicative of the burning of tanned timber. Given the very small size of the burn pile area (~2m x 3m), it is considered by EMA NZ Limited that during excavation works of the area, arsenic concentrations within the soil will naturally become diluted through movement and excavation of soils.



One (of 8) sample reported asbestos. In accordance with the BRANZ (2017) guidelines, this concentration is within the acceptable soil guideline standards for high density land use. One sample reported exceedance of zinc. Should this soil require offsite disposal, considerations to disposal location will be required.

Overall, the DSI concludes that based on the analytical results, the Site has been impacted by HAIL uses, however the concentrations reported by the laboratory suggest that they are within acceptable standards for the proposed residential land use and are therefore highly unlikely to pose a risk to human health. A Remedial Action Plan will be required at the resource consent stage.

For Area E (deferred residential), a desktop study and site visit identified potential sources of asbestos and lead paint from historic buildings/structures and a burn pile at 155 Brookvale Road. A DSI and RAP will be required to support future residential development in the areas identified in the PSI, however any impacts can likely be addressed through appropriate site management.

## 7.12 Geotechnical and land stability

A geotechnical assessment of the Site has been undertaken (refer **Appendix 5**). The characteristics of the Site in terms of geotechnical and land stability is summarised in Section 2.3.3 of this report. No significant geological or geotechnical hazards were identified on the land. Earthworks will be required to facilitate residential development however there is no fundamental barrier to achieving safe, stable building platforms.

## 7.13 Summary of Effects

The actual and potential effects of the proposed Plan Change have been considered above, based on extensive reporting and analysis undertaken by a wide range of technical experts. The reporting concludes that all adverse effects on the environment will be negligible – low and can be managed through the relevant provisions at resource consent stage.

On the basis of this analysis, it is considered that the area is suitable for urban development, and the proposed layout and land use will result in positive effects on the environment in terms of the social and economic well-being of the community. Where adverse effects are anticipated, the proposed policies and rules of the Plan Change, in addition to those in the operative District-wide and zone provisions, will ensure they are appropriately avoided, remedied or mitigated.



## 8. SECTION 32 ANALYSIS

### 8.1 Appropriateness of the Proposal to Achieve the Purpose of the RMA

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives of the proposed Plan Change are the most appropriate way to achieve the purpose of the RMA.

#### 8.1.1 Objectives of the Plan Change

As noted above, the purpose of the Plan Change is to enable development of a new comprehensively planned retirement village at Havelock North that supports a quality compact urban form (in Area D). It also enables future residential development to the east of Metlifecare's landholdings to meet demand once sufficient infrastructure is available to service that area (Area E). Overall, the Plan Change seeks to enable additional residentially zoned land to provide housing options for residents in the wider Napier-Hastings urban area.

The key objectives of the Plan Change are therefore to:

1. Facilitate urban development on the subject land including for a retirement village as a Comprehensive Residential Development,
2. Provide for a well-functioning, connected and pleasant living environment in Brookvale, and
3. Integrate land use development on the subject land with the efficient provision of infrastructure.

In the context of this Plan Change, the amendments sought to the Brookvale Structure Plan objectives and associated design outcomes in Appendix 13B are a method to achieve the overall objectives. This is assessed against alternative options/approaches below.

#### 8.1.2 Assessment of the objectives against Part 2

Section 5 of the RMA identifies the purpose of the RMA as being the sustainable management of natural and physical resources. This means managing the use, development and protection of natural and physical resources in a way that enables people and communities to provide for their social, cultural and economic well-being and health and safety while sustaining those resources for future generations, protecting the life supporting capacity of ecosystems, and avoiding, remedying or mitigation adverse effects on the environment.

The objectives of the Plan Change are consistent with Section 5 of the RMA for the following reasons:

- The proposed urbanisation of the Plan Change Area will provide efficient and quality residential living opportunities with supporting amenities on land that integrates with the existing Brookvale Structure Plan and urban area, enabling communities to meet their own social well-being and assisting the



supply/demand impacts on the housing market and associated economic well-being.

- The natural resources of the Plan Change area, including the Crombie Stream, will generally be maintained and enhanced, such that they will be sustained for future generations.
- The provisions enable efficient, compact residential development within an area identified for future urban development, reducing the future demand for expansion onto productive soils. Further, the land identified is LUC3 and has identified lower productivity potential than similar sites adjoining the urban areas of Havelock North, Hastings and Napier, ensuring the higher value soils continue to be utilised for productive purposes.
- The provisions of the District Plan and Regional Resource Management Plan in relation to stormwater and stream management will ensure that the life supporting capacity of ecosystems would be protected while at the same time mitigating the adverse effects of development on the environment.

Section 6 of the Act sets out a number of matters of national importance which need to be recognised and provided for in achieving the purpose of the RMA. This includes the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins; protection of outstanding natural features and landscapes; the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna; maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers; the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga; the protection of historic heritage; the protection of protected customary rights and the management of significant risks from natural hazards.

The Plan Change does not compromise the recognition of, or provision for these matters of national importance for the reasons set out in Section 7 of this report above. In particular, there is no protected historic heritage on the Site, and the proposal will not involve significant risks from natural hazards. Initial engagement with mana whenua to identify and avoid or mitigate potential effects on cultural values has identified stormwater and earthworks management as important factors and these will be addressed in further detail at the resource consent stage.

Section 7 of the RMA identifies a number of "other matters" to be given particular regard by Council. Specific matters from section 7 that are relevant to the Plan Change include:

- o The proposal will enable the efficient use and development of natural and physical resources by applying existing provisions to Area D (and Area E upon uplift of the deferred status) which enable comprehensive residential developments in the Brookvale Structure Plan area (7(b));
- o The design outcomes and associated criteria, together with the provisions of the Havelock North General Residential Zone, will enable the maintenance and enhancement of amenity values for the residential community (7(c)) and the quality of the environment (7(f));



- Intrinsic values of ecosystems are found to be minimal in this area however the proposal will minimise potential effects on the Crombie Drain by retaining the existing channel and proposing stormwater detention and management prior to discharge (7(d));
- The finite characteristics of the productive capacity of land has been recognised and balanced against the need for urban development to meet demand, in the context of the relevant national policy statements (7(g));
- The effects of climate change including potential for more frequent high intensity rainfall events has been recognised in developing the conceptual stormwater management options, and the requirement for integrated stormwater management planning across the Brookvale Structure Plan area (7(i)).

Section 8 requires Council to take into account the principles of the Treaty of Waitangi. It is considered that this proposal will not be inconsistent with the principles of the Treaty of Waitangi. Residential development of the Site is consistent with the FDS which was developed by local councils with input from Treaty settlement entities. Ongoing engagement with mana whenua is also proposed as the retirement village development progresses.

It is further noted that the objectives of the Plan Change give effect to the higher order planning instruments (assessed in section 5 of this report), which in turn give effect to Part 2. Specifically:

- Facilitating urban development to meet market demand, including for retirement villages, in an area identified for future urban development gives effect to the NPS:UD, NPS:HPL and the RPS,
- Providing for a well-functioning, connected and pleasant living environment gives effects to the NPS:UD, RPS and Hastings District Plan, and
- Integrating land use development with the efficient provision of infrastructure gives effect to the NPS:UD, RPS and Hastings District Plan.

The Plan Change is a more effective means of achieving the sustainable management purpose of the RMA than the current zone or an alternative (as detailed below). It is considered that the objectives of the Plan Change are the most appropriate way to achieve the purpose of the RMA.

## 8.2 Appropriateness of the Proposal to Achieve the Objectives

Section 32(1)(b) of the RMA requires an evaluation to examine whether the provisions (i.e. policies and methods) of the proposed Plan Change are the most appropriate way to achieve its objectives by:

- Identifying other reasonably practicable options for achieving the objectives;
- Assessing the efficiency and effectiveness of the objectives;
- Summarising the reasons for deciding on the provisions.



An assessment of the proposal, and reasonably practicable alternative options, is provided against each of the key objectives of the Plan Change below.



## 8.2.1 Facilitate urban development on the subject land including for a retirement village

The proposal seeks to achieve the key objective of facilitating urban development, including for a retirement village, by rezoning the land identified as Area D on the revised structure plan to Havelock North General Residential Zone, and land identified as Area E to Havelock North Deferred Residential Zone. A Plan Change will be required to rezone land in Area E to Havelock North General Residential Zone in future.

Other potential options are:

- *Alternative Option 1:* Do nothing (wait for the adoption of the Future Development Strategy development and potential Council-led Plan Change process)
- *Alternative Option 2:* Seek resource consent without changing the underlying zoning of the Site
- *Alternative Option 3:* Rezone to a bespoke zoning to facilitate a retirement village development
- *Alternative Option 4:* Extend the “live” rezoning to the end of Brookvale Road (Area E).

The benefits, costs, efficiency and effectiveness of each of the options are assessed below.

Option	Benefits / Costs / Efficiency / Effectiveness
<b>Option being sought: Rezone Area D to Havelock North General Residential Zone and Area E to Havelock North Deferred Residential (Brookvale Structure Plan)</b>	<p>The Havelock North General Residential Zone (and Brookvale Structure Plan provisions) provides for urban development generally at a density of 1:350sqm with provision for comprehensive residential developments to be sought and assessed through tailored provisions that recognise the context of the land. The definition of comprehensive residential developments includes retirement villages. This zoning is therefore effective in achieving both the purpose of this proposal, and the existing relevant objectives of the District Plan (as assessed in Section 5.4).</p> <p>The rezoning will have costs in terms of the availability of the Plains Production Zone for productive purposes. However, it noted that as the land is identified for urban growth in HPUDS and the FDS, and this is also signalled in the Brookvale Structure Plan in the</p>



Option	Benefits / Costs / Efficiency / Effectiveness
	<p>operative District Plan, there has been and currently is an expectation that urban development will happen at some point. Together with the current unavailability of water to support viable productive use of the land, the likely future urban use of the site means that little to no investment in the site for productive purposes is likely. The costs on productive use from pursuing rezoning at this point are therefore likely to be minor compared to the opportunity cost of not rezoning at this time as assessed under alternative option 1 below.</p> <p>It is further noted that the purpose of the Plan Change is to facilitate urban development on this site to integrate with the existing zoned land on the western extent of Davidson Road. There are therefore limited alternative options available to efficiently achieve this key objective.</p> <p>A Deferred Residential zone for Area E is consistent with the future urban growth strategies and its inclusion in the extended Brookvale Structure Plan will efficiently provide for residential development to meet market demand that integrates with the wider Brookvale/Arataki growth nodes. The deferred status for Area E enables time for infrastructure solutions to be developed and agreed between landowners and HDC without precluding short term development of a retirement village within Area D. It also will assist in limiting development in the interim which may not facilitate an integrated residential development in the future. A future Plan Change will enable an integrated solution to be developed between Council and landowners that gives effect to the objectives of the structure plan, without delaying development of Area D in the interim.</p>
<p><b>Alternative option 1: Do nothing (wait for Council to rezone the land)</b></p>	<p>This approach is inefficient in achieving the objective as it would not enable urban development of the Site in the near future (or within the timeframes sought by the applicant to establish a retirement village). There would potentially be high opportunity cost should the applicant not develop the land for retirement village purposes, including in relation to the impacts on the wider housing market through the existing high latent demand for retirement village options.</p>



Option	Benefits / Costs / Efficiency / Effectiveness
<p><b>Alternative option 2: Seek resource consent without changing the underlying zoning of the Site</b></p>	<p>Resource consent for urban development under the existing Plains Production Zone would not be supported by the objectives and policies of the RPS, Hastings District Plan and the NPS:HPL. Therefore, resource consent may not be granted. This option is therefore not efficient in achieving the objective of enabling urban development on the subject land, and pursuing a resource consent in the current planning framework would have high associated costs. This approach is inconsistent with the anticipated intention in HPUDS and the draft FDS for the land to be used for urban growth.</p>
<p><b>Alternative option 3: Rezone to a bespoke zoning to facilitate retirement village development</b></p>	<p>A customised residential zone for the subject site that is tailored to the needs of retirement villages would be effective in enabling urban development and would have efficiencies by reducing the scope of matters deferred to assessment through the resource consent process. There are also benefits in providing the best possible framework for a retirement village development specifically given the high demand for this housing option in the Hawke's Bay region.</p> <p>However, this would require more extensive amendments to the District Plan and would be inconsistent with both the existing structure of the District Plan and with the National Planning Standards template and is therefore not considered to be the most efficient way of giving effect to the purpose of the Plan Change. There would also be costs and inefficiencies in terms of flexibility of urban development options for the subject land if the retirement village option was not pursued in part or in whole over Area D.</p>
<p><b>Alternative option 4: Extend the "live" rezoning to the end of Brookvale Road (Area E).</b></p>	<p>This would be effective in facilitating urban development of the Site. However, there is no current development proposal for the land which means "live" zoning provisions are not necessarily the most appropriate way to achieve the objective of the plan change. Further, although feasible options are available for servicing this land, final decisions around location, extent and funding of communal stormwater detention areas, and provision of wastewater infrastructure, require agreement between HDC and landowners. The Deferred Residential zone enables final decisions to be agreed at a later date while providing certainty that residential development will be enabled subject to those matters being resolved.</p>



Option	Benefits / Costs / Efficiency / Effectiveness
<p><b>CONCLUSION:</b>  <i>The evaluation demonstrates that rezoning Area D from Plains Production Zone to Havelock North General Residential Zone and Area E to Havelock North Deferred Residential Zone (incorporated into the Brookvale Structure Plan), will achieve the purpose of enabling urban development (including a retirement village) of the land in an efficient and effective way, while minimising costs and optimising benefits.</i></p>	

## 8.2.2 Enable a well-functioning, connected and pleasant living environment

The proposal seeks to achieve the key objective of enabling a well-functioning, connected and pleasant living environment through the proposed roading, pedestrian and cycle connections shown on the extended Brookvale Structure Plan (as set out in Section 3.2), and associated amendments to the objectives and design outcomes for the Brookvale Structure Plan (Section 3.3).

An alternative option is to rezone the land without extending the Brookvale Structure Plan incorporating these elements i.e. rely on zone provisions only.

The benefits, costs, efficiency and effectiveness of each of the options are assessed below.

Option	Benefits / Costs / Efficiency / Effectiveness
<p><b>Recommended option: Extend transport and connectivity network on Brookvale Structure Plan</b></p>	<p>Section 7.1 of this report assesses the proposed indicative transport and connectivity network and concludes that it will achieve a well-functioning and connected environment. Specifically, the revised design criteria and provision of pedestrian and cycle access to and through the shared pathway within the Crombie Drainage reserve effectively and efficiently provides for slow speed, high amenity environments, and a permeable urban form that encourages active transport modes and connections to public open space.</p> <p>The removal of the requirement to provide dedicated cycle lanes may be a cost however an associated benefit is more flexibility within the road corridor (particularly the existing Davidson Road) to provide for a pleasant residential street environment. This cost is also expected to be low given the roads will continue to be cycle friendly and they are not expected to be a highly utilised cycle routes given its location in the wider network.</p>



Option	Benefits / Costs / Efficiency / Effectiveness
<b>Alternative option: Do not extend transport and connectivity network to Areas D and E</b>	This option would not be effective or efficient in achieving the objective. It would defer decision making around integration of connections to the resource consent stage which increases uncertainty for the applicant, Council and community, and introduces risk of less than optimal results being achieved through ad hoc resource consent applications.
<b>CONCLUSION:</b> <i>The evaluation demonstrates that the proposed revision and extension of the connectivity and transport network to the Site will efficiently and effectively achieve the purpose of achieving a well-functioning, connected and pleasant living environment, while minimising costs and optimising benefits.</i>	

### 8.2.3 Integrate land use development with the efficient provision of infrastructure

The proposal seeks to achieve the key objective of integrated land use development with the efficient provision of infrastructure through the proposed stormwater management area extension into Area D (along Crombie Drain); introducing flexibility in updates to the Stormwater Management Plan at each stage of development provided that an integrated approach across the structure plan area is still achieved; introduction of a new “trigger” rule in the Havelock North General Residential Zone requiring the new wastewater pump station to be constructed prior to development in Area D; and associated amendments to the objectives and design outcomes of the Brookvale Structure Plan.

Alternative options for stormwater management are:

1. to rely on downstream storage in the Brookvale Structure Plan stormwater management detention area;
2. defer assessment on the appropriate stormwater management approach to the resource consent stage.

Alternative options for wastewater service provision are:

1. to not have a trigger rule and rely on current District Plan provisions;
2. to rezone Area D to Deferred Residential until the wastewater pump station is provided.



The benefits, costs, efficiency and effectiveness of each of the options are assessed below.

*Method 1: Proposed stormwater management approach*

Option	Benefits / Costs / Efficiency / Effectiveness
<p><b>Recommended option: Extension of Crombie Drainage Reserve to Area D</b></p>	<p>This option efficiently enables urban development of the Site (Objective 1) while integrating with the approach taken for Area A (Stage 2) and Area C within the Brookvale Structure Plan. The conceptualised development scenario assessed through the stormwater servicing and flood modelling (<b>Appendix 9</b>) demonstrates that stormwater generated from development of the Site (Area D) can be effectively managed within the proposed Crombie Drainage Reserve with potential additional areas either onsite, within Area E or offsite to the west.</p> <p>This approach has benefits in terms of enabling development to occur without reliance on other detention areas being provided outside of the Metlifecare landholdings. The proposed amendments to the design outcomes enable this to occur through an update to the existing Stormwater Management Plan. The cost of this approach is the loss of 28m wide corridor to residential development, and potential additional onsite stormwater detention area, reducing overall yield (therefore being less efficient in terms of achieving Objective 1 – urban development of the Site), however the benefits in terms of enabling timely development and avoiding potential effects on Crombie Drain and downstream development outweigh this cost.</p>
<p><b>Alternative option 1: Rely on downstream storage</b></p>	<p>This option seeks to rely on the downstream storage in the stormwater management area indicated to the west of the Brookvale Structure Plan. It is understood this has not been sized to accommodate stormwater runoff from development of the Site and there could also be interim increases in flood hazards for Areas A and C if this option was relied on. Reliance on the downstream option being provided by Council or other developers also reduces uncertainty for the timing of development in Area D. It is therefore not considered to be an effective or efficient method of achieving an integrated approach between land use and infrastructure provision. However, relying on downstream options would increase the potential yield of the Site having benefits and efficiencies in terms of Objective 1.</p>



Option	Benefits / Costs / Efficiency / Effectiveness
<b>Alternative assessment of stormwater approach option 2: Defer of appropriate management</b>	This option would not show a stormwater management area along the north of Area D adjoining the Crombie Drain reserve and would fully defer assessment of the appropriate stormwater management approach to the resource consent stage. This option would not be effective or efficient in achieving the objective. It would increase uncertainty for the applicant, Council and community, and introduces risk of less than optimal results being achieved through ad hoc resource consent applications. The Crombie Drainage Reserve has parallel benefits in terms of the other objectives including connectivity and pleasant living environments and this option would also risk these not being achieved.
<b>CONCLUSION:</b> <i>The evaluation demonstrates that the stormwater management approach of flood mitigation within the Crombie Drainage Reserve for Area D, with additional areas being provided if required at resource consent stage, will efficiently and effectively achieve the purpose of integrating land use with infrastructure provision, while minimising costs and optimising benefits.</i>	

Method 2: Proposed trigger rule for wastewater pump station

Option	Benefits / Costs / Efficiency / Effectiveness
<b>Recommended option: Proposed trigger rule for wastewater pump station</b>	Provision of a new wastewater pump station to collect wastewater from new urban development areas to the existing HDC network is the most efficient and effective mechanism to service the development. The trigger rule provides certainty to all parties that this is the accepted approach, while enabling flexibility through future discussions and agreements with HDC and other developments around the sizing, location and timing of its provision. It allows for development to proceed efficiently once this has been resolved without requiring a further process. There are costs associated with providing a new pump station and this will depend on the sizing and economies of scale depending on the extent of further urban development identified for the wider catchment through the FDS process. There is the potential to provide a modular pump station which would service Area D while enabling future upgrade to Area E. The proposed trigger requires future proofing to ensure Area E can be efficiently serviced once the deferred status is uplifted.



Option	Benefits / Costs / Efficiency / Effectiveness
<p><b>Alternative option 1: no trigger rule – rely on existing DP provisions</b></p>	<p>This approach would defer agreement on the servicing approach to the resource consent stage. This could result in an ad hoc approach to wastewater servicing should the comprehensive retirement village not proceed, and subdivisions occur in a non-comprehensive manner across Area D. This approach is therefore not efficient or effective in achieving integration between land use and infrastructure provision. However, it would have benefits in potentially enabling some development to proceed in advance of the wastewater pump station being provided.</p>
<p><b>Alternative option 2: rezone the land to Deferred Residential until the WW pump station is provided</b></p>	<p>The approach previously taken by HDC to the Brookvale Structure Plan was to apply a Deferred Residential Zone to part of the structure plan area. This was to enable funding of required infrastructure upgrades to be staggered over the course of the LTP, increasing financial viability of the urban development area.</p> <p>Resource consent has been approved for Stage 1 of the Metlifecare retirement village within Area C of the Brookvale Structure Plan (west of Davidson Road). It is efficient to enable Area D to proceed immediately following the Plan Change becoming operative (if it is successful) to allow for an integrated retirement village development including upgrade of Davidson Road. As the assessments have demonstrated that the provision of a wastewater pump station is the only fundamental upgrade required to facilitate development of the area without generating significant adverse effects, it is efficient to tailor the provisions to target this component only. It is noted this approach has previously been taken by HDC for the Howard Street Urban Development Area.</p>
<p><b>CONCLUSION:</b>  <i>The evaluation demonstrates that the proposed rule requiring the wastewater pump station to be provided before development commences will efficiently and effectively achieve the purpose of integrating land use with infrastructure provision, while minimising costs and optimising benefits.</i></p>	



### 8.3 Risk of Acting or Not Acting

In this case, there is sufficient information about the subject matter of the provisions to determine the range and nature of environmental effects of the options set out in the report above. For this reason, an assessment of the risk of acting or not acting is not required.

## 9. SUMMARY AND CONCLUSION

This report has been prepared in support of Metlifecare's request for a Plan Change to the provisions of the Hastings District Plan to rezone 4.7ha of land on Brookvale Road, Havelock North for urban development and 4.4ha for future urban development.

The request has been made in accordance with the provisions of Schedule 1; Section 32 of the Resource Management Act 1991, and the preparatory work has followed POL UD10.3 and POL UD10.4 of the Regional Resource Management Plan – Structure Plan policies.

Based on an assessment of environmental effects and specialist assessments, it is concluded that the proposed Plan Change will have positive effects on the environment in terms of the social and economic well-being of the community. Other potential effects are able to be managed through the application of the Hastings District Plan zone and District-wide provisions.

An assessment against the provisions of section 32 of the RMA is provided in section 8 of the report. This includes an analysis with respect to the extent to which the objectives of the plan change are the most appropriate to achieve the purposes of the RMA and an examination of whether the provisions of the plan change are the most appropriate way to achieve the objectives.

For the above reasons, it is considered that the proposed Plan Change accords with the sustainable management principles outlined in Part 2 of the RMA and should be accepted and approved.

# Appendix 1

## Rezoning plan



## Appendix 2

### Revised Brookvale Structure Plan



## Appendix 3

### Changes to provisions of Appendix 13B Brookvale Structure Plan



## Appendix 4

### Consequential changes



## Appendix 5

### Geotechnical assessment



## Appendix 6

### Soil contamination assessment



## Appendix 7

### Land productivity assessment



# Appendix 8

## Records of Title



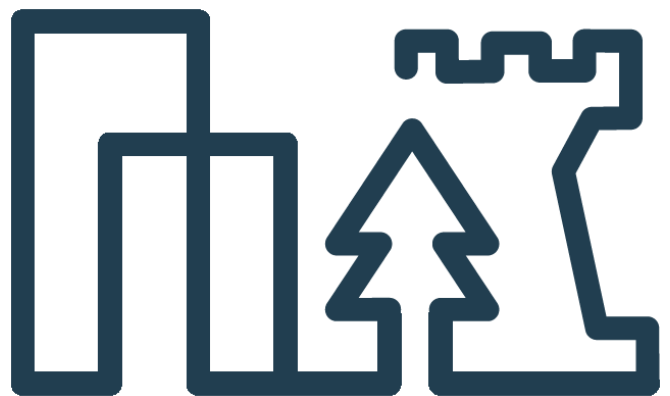
## Appendix 9

### Infrastructure and civil design assessment



# Appendix 10

## Economic assessment



## Appendix 11

### Urban design and landscape assessment



## Appendix 12

### Integrated transport assessment



# Appendix 13

## Archaeological assessment



## Appendix 14

Consultation letter and map

