

# Horowhenua Growth Strategy 2040



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# Executive Summary

**The Horowhenua District Council (the Council) has prepared the Horowhenua Growth Strategy 2040 (the Growth Strategy) for the District in order to help guide decisions about where, when and how to accommodate the projected increase of population, households and jobs to the year 2040.**

This Growth Strategy reflects the Council's desire to provide an integrated and proactive framework for managing current and future growth to ensure that it is enabled as well as appropriately planned to manage adverse effects.

The foundation of this Growth Strategy is the Horowhenua Development Plan 2008 which set out the how to manage development in the District over the 20 year (plus) period between 2008 and 2028+. The preparation of the Growth Strategy has reflected on, and readopted as appropriate, the growth planning spatial strategies within the Horowhenua Development Plan 2008 (the Development Plan). As part of that reflection, it has also updated any commentary which has changed in the intervening period since 2008.

A significant part of that updating has been the utilisation of updated projections for the District's population, households and jobs. The new projections have taken into account the effect on growth resulting from the Wellington Northern Corridor (expressway from Wellington to north of Levin) that will, by early in the decade of 2020 reduce travel times by road to Wellington to an hour or less.

The Development Plan was prepared between 2006 and 2008. During this time Council undertook a significant level of consultation to inform the process and determine the community's aspirations for managing growth. This Growth Strategy has retained the growth planning strategies and the attendant planning principles, as well as carrying over the areas previously identified to accommodate growth. With the projected increase in population and households, new areas for residential development have also been identified in this Growth Strategy. Where new areas are proposed, targeted consultation has been undertaken with landowners, other interested/affected parties and the community as part of preparing this Growth Strategy and in advance of any statutory processes (i.e. a plan change that would propose land be re-zoned).

As part of this consultation, Council has endeavoured to understand landowner aspirations for developing land that is currently vacant but zoned urban. Similarly, Council sought to understand the development industry's (e.g. surveyors, real estate agents and developers) perception of growth pressures, types of land uses in demand, and constraints to growth.

## The Projected Growth

The basis for the growth projected in this Growth Strategy are the projections prepared by Sense Partners which were adopted by Council in July 2017.





In summary, Council adopted a 50th percentile growth scenario developed by Sense Partners which equates to an additional 5,377 households, and 9,200 additional people by 2040, and NZIER's projection of 3,000 additional jobs by 2036. The Council adopted a projected increase in population of 33% over 22 years. This is a significant increase for the District over this period.

It is significant in terms of the potential benefits for employment and business development. It is also significant in terms of the need to manage the location and form of that growth to ensure the staging and investment in infrastructure servicing is efficient and affordable for the District. In addition, the impact on existing neighbourhoods needs to be managed, and that transport connectivity from new areas to services and amenities is good. Furthermore, growth options need to provide choices that reflect market demands and also reflect the demographic future of the District.

## Current Capacity to Accommodate Growth

The settlements of the District have been shown to have different capacities to accommodate growth.

Levin as the main centre of the District has existing zoned land capacity to accommodate a reasonable share of the projected growth. The issue for the growth in this settlement will be the provision of service infrastructure and also the potential influence of changes to State Highway 1 (SH1).

The other settlements in the southern part of the District, including Manakau and Ōhau, will need to be considered as to their potential to accommodate additional growth as these areas will likely be a more favoured location due to greater accessibility

and proximity to Wellington and other major urban centres to the south. Actions to investigate the potential for growth in the southernmost areas, including infrastructure provision, are proposed. These areas will, however, also need to be considered relative to New Zealand Transport Agency's (NZTA) planning for future alignments and improvements.

Council anticipates that the coastal communities will continue to attract growth but are more challenged to provide for urban scale and density of development. These challenges relate to the increased risks of natural hazards, the implications of growth for natural values of the coastal environment, the services constraints, and the disconnection from urban infrastructure and facilities including schools and employment. Therefore, the Growth Strategy considers that there is only limited potential and capacity in coastal settlements. Projected growth is directed to the larger urban areas, such as Levin and potentially to areas on the main transport corridors, such as Manakau and Ōhau if these can be planned to maintain character and potentially provide services.

At this stage of the growth planning process there are some significant potential influences from the proposed NZTA new highway corridor options. The Growth Strategy identifies some actions relating to investigations which Council can proceed with prior to the detailed design of the new highway corridor option being confirmed. Although, the spatial decisions required for determining the location and extent of growth areas should be undertaken in conjunction with NZTA's new highway corridor options.

# 1. Introduction

## 1.1 Outcomes Sought

The Horowhenua District has an outstanding natural environment of coastline, plains, ranges, rivers and lakes. It is valued for its relaxed living, sunny climate, rich soils and recreational opportunities.

The Community Outcomes sought by the Horowhenua District Council are:



These outcomes have been recognised in the Growth Management Principles (section 6) that will guide growth planning.



## 1.2 Purpose

**The purpose of the Growth Strategy is to provide an informed basis by which to direct projected future growth in the Horowhenua District.**

The process of preparing this Growth Strategy has involved a review of the Development Plan (adopted in 2008) and the current zoning for residential, commercial, and industrial land uses under the Horowhenua District Plan 2015 (the District Plan). The review included a 'stock take' of the current availability of vacant residentially (Residential and Greenbelt Residential) zoned land and compared this with the projected growth for the District. This has enabled any shortfall (or oversupply) of residentially zoned land to be identified and actions to be determined that may be required to accommodate the range of land uses that could be expected to derive from the growth projections to 2040.

The Growth Strategy takes a pragmatic view of Council's role in managing development growth in the District based on the three assumptions:

1. That there will continue to be development in the District and the quantum and rate of that growth is projected to be significant in scale and effect;
2. That Council has responsibilities to take action in respect of managing development; and
3. That there is a community expectation that Council will take an integrated and proactive approach to managing development.

The purpose of the Growth Strategy is to establish clear, effective direction for the integrated management of the District's growth over time, so that:

- Council demonstrates leadership on growth management on behalf of the community;
- There is a strategy for the development of existing settlements, new subdivisions and the rural environment;
- Infrastructure is provided in an efficient, affordable, and timely manner;
- The social cohesion and cultural diversity of communities are strengthened;



- The quality of the natural and built environments is maintained and/or improved; and
- The economy is sustained and encouraged to thrive by the proactive enablement of growth.

The Growth Strategy will help inform the people of the Horowhenua as well as others with an interest in the District about the degree of change they can expect to see over time in any particular area and within the wider District.

Importantly, it will also provide more understanding of Council’s plans for the development sector and infrastructure providers so that strategic decisions regarding the timing, funding, and provision of infrastructure can be made with confidence.

Additionally, it will give people making decisions about locations for investment (i.e. should I start a business in Horowhenua or some other place?) and/or future living environment choice (i.e. should I move to Horowhenua or some other place?) a basis to understand the opportunities offered in the District.

The Growth Strategy will be used by Council to guide further planning to manage growth. That planning will involve a range of strategies, policies, and plans developed under various statutes and in accordance with Council’s responsibilities under these provisions. The Growth Strategy may also inform Council’s partnerships with other key agencies, organisations, and central government.

### 1.3 Relationship to Other Strategies and Plans

**Figure 1 helps to demonstrate the Council’s concept for how it has brought together a range of initiatives that will assist its aspirations for the District’s growth.**

This Growth Strategy fits under the heading of growth and development locations. The Growth Strategy also responds to the intent of National Policy Statement on Urban Development Capacity (2016), and other higher order planning documents, namely the New Zealand Coastal Policy Statement and the Horizons One Plan (Regional Policy Statement section) which contain direction on urban growth planning which Council must give effect to.

The Growth Strategy has a number of Council managed processes, plans and strategies by which it can be given effect to and these are reflected in the Figure 2.

There are many other stakeholders in the District, such as (but not limited to) the Manawatū-Wanganui Regional Council (Horizons), iwi, landowners, developers, government agencies (NZTA and the Ministry of Education), and network utility providers (such as Electra, Powerco and Chorus), who will be influential as to how growth is planned for, spatially distributed and ultimately delivered.

It will be key to the success of Council’s endeavours to ensure that growth is both accommodated as well as delivered in a way that satisfies its Community Outcomes and that stakeholders are recognised and collaborated with in the delivery of this Growth Strategy.

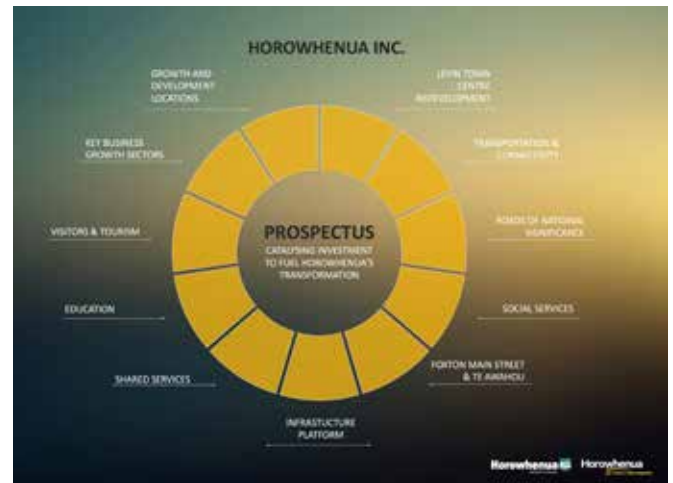


Figure 1: HDC Prospectus



Figure 2: Growth Strategy Implementation

# 2. The Broader Policy Context

The District's long term planning must have regard to influences from the wider national and regional environment.

## 2.1 National Policy

National or Central Government policies need to be taken account of as they guide decision-making at a higher level and influence funding sources and regulation.

They provide a point of reference for local government, businesses and communities. Some of the more salient national level policy is set out on the following page.

## 2.2 Regional and Local Influences

The Sense Partners and NZIER reports referred to in section 3 of this strategy describe economic conditions in the District.

Several of the current key regional policies and strategies related to growth in the District are noted below.

### 2.2.1 Regional Land Transport Plan

Horizons Regional Council adopted a Regional Land Transport Plan for the whole Manawatū-Wanganui Region. The Plan identifies the existing transport networks and their performance in terms of their safety and capacity, as well as recent trends in transport demand. A series of strategic priorities have been identified in the Plan, of which the following are specifically relevant to growth in the Horowhenua District (this list is not exhaustive, as more general actions also apply):

- Detailed investigations of the SH1 route between Ōtaki and north of Levin have still to be completed but will comprise either two or four laning and intersection improvements from Ōtaki to Levin, a bypass of Levin, and passing lanes and intersection improvements up to 10 kilometres north of Levin.
- Investigate and implement improved park and ride facilities at Levin Railway Station, in order to support increased use of the commuter train service between Palmerston North and Wellington (rail network and service operators, Horizons Regional Council and Horowhenua District Council).

### 2.2.2 Horizons One Plan 2014

In 2014, Horizons Regional Council approved the 'One Plan' – a consolidated Regional Policy Statement and Regional Plan. It sets policy for the natural resources of the Region including land, water, air, coast, natural hazards and living heritage. The One Plan will be influential in the way growth is accommodated in the District. This includes infrastructure provision and upgrades as well as natural hazard management.



## Key National Policies and Strategies

<b>New Zealand Land Transport Strategy (2008)<sup>1</sup>.</b>	This is the updated Transport Strategy which was first published in 2002, that recognises all modes and users of transport, those who provide transport, and those affected by transport. It is also the first Transport Strategy to respond directly to the broader social, economic and environmental needs of the country.
<b>New Zealand Urban Design Protocol (2005)<sup>2</sup></b>	The Protocol is a government programme addressing how good urban design can contribute to the development of towns and cities in New Zealand. It provides the framework for a series of actions by government and other stakeholders that will lead to practical outcomes and positive change in the way we approach the design of our urban areas.
<b>Sustainable Development of New Zealand (2003)</b>	This programme of action for sustainable development is the government's view of the way forward. It sets directions and outlines the initial actions the government will be taking. It focuses on the issues of water quality and allocation, energy, sustainable cities, and child and youth development.
<b>New Zealand Coastal Policy Statement (2010)</b>	All district and regional policy must give effect to this Policy Statement with direction for strategic planning for the location of new development in coastal areas.
<b>National Policy Statement on Urban Development Capacity (2016)</b>	With some areas in New Zealand growing quickly, regional and district councils are under pressure to provide development-ready land for housing and businesses that keeps pace with demand. The purpose of this National Policy Statement is to ensure regional and district plans provide adequately for the development of business and housing. This is to enable urban areas to grow and change in response to the needs of their community.

### 2.2.3 Manawatū-Whanganui Growth Study 2015

The Manawatū-Whanganui Growth Study 2015 identified tourism as one of the key opportunities for the Region. The natural assets of the Horowhenua District are a key focus of the tourism sector. Improving access to the Tararua Ranges, Manawatū Estuary and other Department of Conservation managed areas were seen as an important initiative. Horticulture-based tourism enterprises were also seen as potential growth businesses, such as farm and orchard homestays. The heritage/village character of small settlements such as Foxton, Shannon and Manakau were recognised as having a valued character that needed to be protected and enhanced.

### 2.2.4 Local Strategies and Plans

The Growth Strategy can be used to inform and help guide the development or amendment of many of Council's plans and strategies. However, these documents are interrelated and many of them have also influenced the development of the Growth Strategy.

Some of Council's key plans and strategies that have informed the development of the Growth Strategy include its Asset Management Plans, Long Term Plan and the District Plan.

<sup>1</sup> From Ministry of Transport website

<sup>2</sup> Ministry for the Environment website

# 3. Demographics and Projections

## 3.1 Current Population

The 2013 New Zealand Census identified the population of the Horowhenua as 30,096 people (2013 Census usual resident population).

This is set in the context of the Census population figures in Table 1, relative to population in 2001 and 2006. Over this time the population has been relatively static with an addition of 273 people – an average of 22 additional people per year.

**Table 1: Population**

Sex	2001	2006	2013
Male	14,457	14,301	14,307
Female	15,363	15,564	15,789
Total people	29,823	29,868	30,096

*Note: All figures are from the Census 'usual resident population' count.  
Source: Statistics New Zealand*

The subnational population estimates identify the Horowhenua population as 33,030 at 30 June 2018<sup>3</sup>. This is an estimated population increase of 2,934 since the 2013 Census which is an average population increase of approximately 587 people per year. The recent growth in population in the Horowhenua has been substantial in comparison to the relatively low growth that occurred between 2001 and 2013.

## 3.2 Age Distribution

In respect of the age distribution in the population, Table 2 shows a proportionally older (65 and over) population in the Horowhenua of 23.7% compared to the New Zealand average of 14.3%.

The median age in Horowhenua is 46 compared to New Zealand as a whole which is 38 years of age.

**Table 2: Age Distribution 2013 Census**

Age group (years)	Male	Female	Total
Under 15	2,844	2,916	5,760
15-64	8,109	9,081	17,190
65 and over	3,354	3,792	7,146
Total people	14,307	15,789	30,096

*Note: All figures are from the Census 'usually resident population' count.  
Source: Statistics New Zealand*

<sup>3</sup>Source: <http://nzdotstat.stats.govt.nz/wbos/Index.aspx>



### 3.3 Household Composition

Table 3 describes the number of people per household in the Horowhenua.

This shows over time a move to more one person households at 31% of the total households in the District in 2013 compared to 27% in 2001. During the same period, the New Zealand proportion stayed relatively static at 23%.

**Table 3: Household composition 2001-2013 Censuses**

Household composition	2001	2006	2013
<b>One-family</b>	7,605	7,791	7,758
<b>Two-family</b>	162	195	207
<b>Three or more family</b>	9	6	12
<b>Other multi-person</b>	333	327	345
<b>One-person</b>	3,141	3,441	3,852
<b>Total households stated</b>	11,250	11,757	12,171
<b>Household composition unidentifiable</b>	144	135	321
<b>Total households</b>	<b>11,391</b>	<b>11,895</b>	<b>12,492</b>

Note: All figures for households in occupied private dwellings.  
Source: Statistics New Zealand

### 3.4 Dwellings

Table 4 describes the change in total number of dwellings in the District from 2001 to 2013.

The total number of occupied dwellings can be used as a proxy for the number of households for an area. The number of occupied dwellings, or households, increased by 1,101 over the period between 2001 and 2013.

**Table 4: Households**

Occupancy Status	2001	2006	2013
<b>Occupied</b>			
Private dwelling	11,484	11,988	12,561
Non-private dwelling	48	39	72
Total occupied dwellings	11,532	12,027	12,633
<b>Unoccupied</b>	1,863	2,181	2,415

<b>Under Construction</b>	66	108	51
<b>Total dwellings</b>	<b>13,461</b>	<b>14,319</b>	<b>15,099</b>

Source: Statistics New Zealand

There was a 30% increase in the number of unoccupied dwellings between 2001 and 2013, largely attributed to demand for holiday homes or second homes in beach settlements where people reside primarily during weekends and the summer months. This seasonal fluctuation of people living in the beach communities is not necessarily reflected in the available population statistics.

**Table 5: New dwellings and relocated dwellings**

Year	Number
2013/14	108
2014/15	108
2015/16	193
2016/17	236
2017/18	271

The number of dwellings constructed in, or relocated to, the Horowhenua increased by 85 between the 2014/15 and 2015/16 financial year. Between 2015/16 and 2017/18 there has continued to be a steady increase in the number of dwellings constructed in or relocated to this District.

**Table 6: Dwellings - Occupied and Unoccupied**

Year	2018	2020	2030	2040
<b>Occupied</b>	13,539	14,018	16,221	18,157
<b>Unoccupied</b>	2,445	2,474	2,863	3,204
<b>Total dwellings</b>	<b>15,984</b>	<b>16,492</b>	<b>19,084</b>	<b>21,361</b>

It is assumed that the Dwelling Occupancy Rate for the District will be 85%. The Sense Partners projections of households have been used to inform the projected number of occupied dwellings. A 15% allowance has been added to provide for the unoccupied dwellings.

An average of 244 additional dwellings per year will be required to reach 21,361 dwellings by 2040.

### 3.5 Growth Projections

**Statistics combined with information from other sources can be used to understand changes and trends in growth pressures.**

These sources can include indicators such as house prices, and subdivision and residential building permit records. Anecdotal information and comment about the changes are also considered.

The current and past population information for the Growth Strategy was derived from the 2013 Census data supplied by Statistics New Zealand.

The projections for future growth that have been adopted by Council are those derived from a report to Council by Sense Partners<sup>4</sup>.

There are challenges in predicting future growth given the difficulties in predicting migration, such as what makes people decide to come and go from a place. However, as the Sense Partners projections describe, the District can anticipate a significant inward migration as a result of increased accessibility south to Wellington brought about by roading improvements, and growth in net international migration nationally having a positive effect on domestic migration to the District.

### 3.6 Residential Growth

**For the purposes of this Growth Strategy the projected growth range produced by Sense Partners for Council has been adopted.**

Council has assumed the 50th percentile growth projections from Sense Partners which is described in Table 7.

Table 7 describes the rate of change in population.

**Table 7: Sense Partners Population Projections**

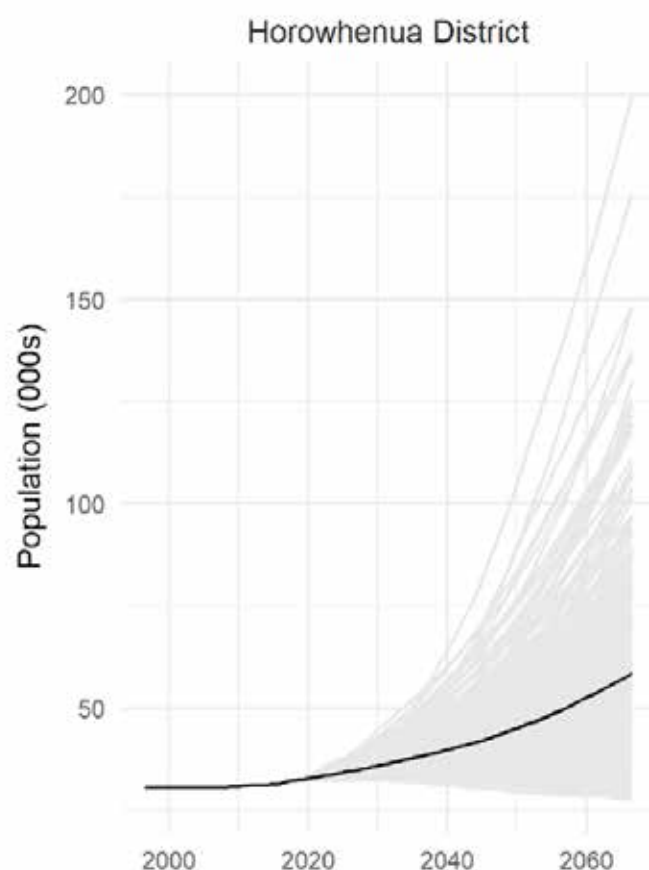
<b>2016</b>	31,895	
<b>2020</b>	33,596	1.3%
<b>2030</b>	37,738	1.2%
<b>2040</b>	41,958	1.1%

The population projections in Table 7 include the impacts of the Wellington Northern Corridor (WNC) transport project currently under construction (i.e.

Transmission Gully and the Kāpiti Expressway including Peka Peka to Ōtaki) and due to be operational by 2021. The projected population adopted by Council is represented in Graph 1.

In summary, the projections to 2040 adopted by Council equate to an additional 9,200 people with an additional 5,377 dwellings<sup>5</sup>.

**Graph 1: Projected Population Range**



### 3.7 District Economy

**Council has adopted the NZIER report to understand the effects on the transport infrastructure (WNC) investment south to Wellington on the District's economy.**

As Table 8 describes, sector-wise the biggest increases in growth from the WNC investment are expected from the manufacturing sector. However, the biggest change in activity (GDP) is from the services industry – servicing both tourists and other industries. The fastest growth rate is in the primary sector, albeit off a comparatively low base.

<sup>4</sup> Sense Partners - Horowhenua Socio-economic Projections July 2017

<sup>5</sup> Based on Forecast Population of 32,758 and Forecast Dwellings of 15,984 at 30 June 2018



**Table 8: GDP Estimates for Horowhenua Economy: Levels (estimates are dollar millions)**

	Primary	Manufacturing	Services	Primary	Manufacturing	Services
<b>2005</b>	\$82m	\$138m	\$233m	18.1%	30.4%	51%
<b>2015</b>	\$102m	\$148m	\$238m	20.9%	30.3%	49%
<b>2030</b>	\$155m	\$174m	\$348m	22.9%	25.7%	51%
<b>2050</b>	\$245m	\$200m	\$529m	25.2%	20.5%	54%

Source: NZIER

Table 9 describes the percentage of change in the GDP for the District.

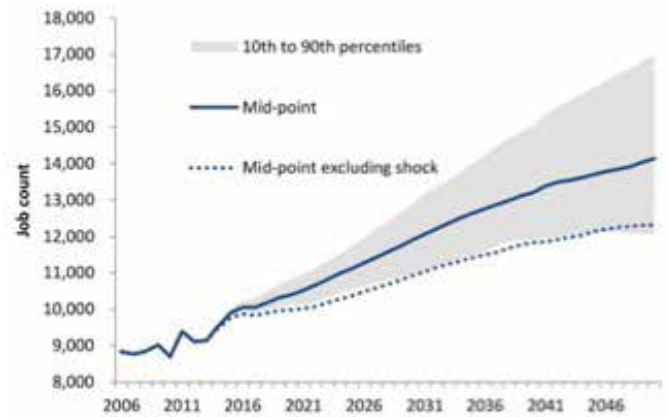
**Table 9: GDP Estimates for Horowhenua Economy: Change (estimates are dollar millions)**

	Primary	Manufacturing	Services	Primary	Manufacturing	Services
<b>2005-2015</b>	\$20m	\$10m	\$4m	2.2%	0.75%	0.2%
<b>2015-2030</b>	\$52m	\$26m	\$110m	2.8%	1.1%	2.6%
<b>2030-2050</b>	\$91m	\$26m	\$182m	2.3%	0.7%	2.1%
<b>2015-2050</b>	\$143m	\$52m	\$291m	2.5%	0.9%	2.3%

In employment terms, Graph 2 describes the projected job count (the ‘shock’ referred to in Graph 2 means the WNC).

As with the Sense Partners projections for population growth, Council has adopted a mid-range expectation of an additional 3,000 jobs by 2036.

**Graph 2: Projected Job Count**



### 3.8 Existing Residential Development Capacity

This section of the Growth Strategy considers the existing residential growth capacity in the settlements of the District to determine whether sufficient land is available to meet the projected demand for housing and businesses. The growth capacity is the zoned and available land. ‘Available land’ is defined as residential land that is not built on or subdivided. Using GIS layers (parcel boundaries, Residential Zone and Greenbelt Residential Zone, and aerial photography) ‘available land’ was identified within Residential Zones and Greenbelt Residential Zones across the District.

It is acknowledged that there are some limitations using this approach as it relies on a snapshot of information at a point in time rather than live data.

There will potentially be constraints to the development of the available land. These constraints could include the intentions of landowners in developing land for urban purposes, the market interest in the particular blocks of land and the economics of serviceability.

The Development Plan (2008) provided a written description of the features of the settlements and these descriptions are not repeated here. The following table describes the zoned land for the District and each settlement, and the area of that zone which was vacant in July 2016. The table below shows that some settlements have significant capacity and some that have limited capacity. Given the housing projections, additional land will be required in some settlements to accommodate population growth. The breakdown of this

information below by settlement can be found in Appendix 2.

**Table 10: District-wide Residential Zones Land Area**

Settlement	Residential Zone		Greenbelt Residential Zone	
	Total Settlement Land Area (ha)	Available Land Area (ha)	Total Settlement Land Area (ha)	Available Land Area (ha)
<b>Levin/Taitoko</b>	759	74	508	361
<b>Foxton Beach</b>	160	28	164	133
<b>Foxton/Te Awahou</b>	149	5	85	44
<b>Waitāreere Beach</b>	153	35	207	158
<b>Ōhau</b>	72	12	161	62
<b>Waikawa Beach</b>	21	2	25	21
<b>Manakau</b>	17	2	14	4
<b>Tokomaru</b>	26	1	24	8
<b>Shannon</b>	100	5	14	14
<b>Hōkio Beach</b>	41	17	12	12
<b>District Total</b>	<b>1,498</b>	<b>181</b>	<b>1,214</b>	<b>817</b>





## 4. Testing the Capacity v Growth Demand

### 4.1 Residential Land Capacity

**The current zoned and available residential land capacity is outlined in Appendix 2.**

Once the available residential land was identified, the total area of available land was separated into either Residential Zone or Greenbelt Residential Zone categories for each settlement. Due to the nature of the available land being 'greenfield' in characteristics, the total area of available land for each category was reduced by 30 percent to account for land typically taken up by roads and reserves during development.

The available land calculation focuses on land capable of greenfield type development. This is because the development sector has signalled there is a preference, and need, for greenfield development opportunities as they generally provided greater flexibility in terms of how a site can be developed and enabled more attractive developments with a greater range of house and section sizes. It is anticipated that greenfield development will continue to be complemented by infill/intensification (in line with sections 6 and 7 of this Growth Strategy).

While infill development has occurred in the main settlements of Levin, Foxton and Foxton Beach, the demand has been for greenfield subdivision sites and the larger scale development opportunities these sites provide. Plan Change 2 was adopted by Council in October 2018. This plan change provides greater opportunity for infill and intensification including substantially increasing the area identified in Levin for Medium Density Development, enabling appropriately sized properties to construct a second dwelling as a Permitted activity, allowing some properties to be subdivided to a minimum of 250m<sup>2</sup> and providing for integrated residential developments as a Restricted Discretionary activity.

At this stage it is unclear what effect Plan Change 2 will have in terms of people undertaking infill and intensification type developments. Council will monitor the type of development occurring across the District (e.g. greenfield and infill/intensification development). The results of the monitoring will help to inform the review of this Growth Strategy in the future.

## 4.2 Commercial and Industrial Land Capacity

### The current commercial areas are largely allocated for some form of commercial use.

In Levin, as the major centre for commercial activity, it has been determined<sup>6</sup> by Property Economics Ltd that based on the NZIER projections by 2033 there would be a potential shortfall of 1.6ha of retail land areas and 3.2 ha of commercial office and commercial services land. However, Property Economics Ltd is of the view that “much of this notional additional requirement could be satisfied by more efficient use of the available zoned land capacity”.

With regard to industrial land there is some vacant land in Levin as noted in Appendix 2. Additional land appropriate for industrial development has been identified in section 10 of this Growth Strategy. With better connectivity and improved travel times between Levin and Wellington it is considered prudent to provide a small oversupply of industrial land. This would provide a greater variety of land available for industrial type development.

## 4.3 Distribution of Housing to Settlements

Given that the expectation of growth is derived from improved travel time south to Wellington, it has been assumed<sup>7</sup> for the purposes of this Growth Strategy that a larger portion of the projected residential growth for the District will be accommodated in the southern part of the District.

The assumption has been made that it is more likely that growth will be attracted to Levin (where there is also an employment base, facilities such as schools, and a wider offering of retail and commercial activities than other settlements), coastal settlements to the west of Levin (e.g. Waitārere Beach and Waikawa Beach), and the settlements to the south of Levin (e.g. Ōhau and Manakau). This assumption is consistent with building consent data for the District over the last decade.

However, Foxton Beach has experienced high (comparative to other Horowhenua settlements) residential growth over recent years, suggesting there is rising demand for new homes in this settlement. Likewise, anecdotal evidence suggests

that there is rising demand for residential land in Tokomaru and Shannon, and possibly Foxton, from people living in Palmerston North moving to more ‘rural’ locations. Growth may well occur in Mangaore, but any such growth is not likely to be at the levels seen in the settlements noted above and there is sufficient capacity within this settlement to accommodate a rise in demand for residential land. For this reason, Mangaore is excluded from the capacity scenarios.

## 4.4 Scenarios for Growth Demand

**It is likely that a portion of the anticipated household growth will be taken-up within the Rural Zone. Accordingly, the projected 5,377 new houses required to accommodate population growth has been split between the residential zones (Residential and Greenbelt) and the Rural Zone.**

To determine the share between these zones, historical building consent data was analysed to gain an understanding of market demand for new housing over time and provide a basis for apportioning the total houses required. As a result, 63% was apportioned to residential zones and 37% to the Rural Zone, equating to 3,388 and 1,989 households, respectively.

Table 11 below shows each settlement's share of projected housing required to accommodate growth

### 4.4.1 Scenarios for the Rural Zone

**An additional 1,989 dwellings in the Rural Zone would be substantial, this would be an average of 90 dwellings per year between 2018 and 2040.**

In reviewing the Growth Strategy only a very high level analysis has been undertaken to assess residential growth in the Rural Zone. It suggests that while it may be appropriate for an average of 90 dwellings per year to be constructed in the Rural Zone in the near future, this would potentially be more difficult to achieve longer term.

Therefore, an action of this Growth Strategy is for Council to assess whether an additional 1,989 dwellings within the Rural Zone is either sustainable and/or desirable. Depending on the outcome of this assessment the assumptions of this Growth Strategy (as well as the wider strategy) may need

<sup>6</sup> Property Economics (2016) Levin Retail Economic Assessment

<sup>7</sup> Note that this interest in the more southern parts of the District has been supported by feedback from the engagement with developers and real estate agents and surveyors.



to be updated as well as the rural subdivision and development standards of the District Plan.

#### 4.4.2 Scenario for the Residential and Greenbelt Residential Zones

An additional 3,388 dwellings were apportioned to the Residential and Greenbelt Residential Zones. However, at the time of preparing this Growth Strategy, the Fairfield Road and Speldhurst developments were underway and it was assumed that these developments would take up a portion of the projected growth in the residential zones. Accordingly, 248 houses (half of the total houses from both developments) is subtracted from the residential zones' share; making its total share 3,140.

To test the current available land capacity within the residential zones (i.e. Residential Zone and Greenbelt Residential Zone) relative to the growth projections, several demand scenarios were tested. The various scenarios assumed different proportions of housing distributed between settlements in the District, as well as different proportions of housing take-up within the Residential Zone and Greenbelt Residential Zone, to understand the various potential spatial distribution patterns and the different mixes of housing density that might occur over time if provision was made for it.

In the end, a growth demand scenario method was adopted that apportioned the anticipated demand to favour the southern settlements of Horowhenua (Levin, Ōhau, Manakau and Waikawa Beach), growing coastal settlements (Waitārere and Foxton Beach) and Tokomaru, with small proportions attributed to Foxton, Shannon and Hōkio Beach. The distributions being based on the relative size of each of these settlements. Additionally, it was also assumed that in each scenario 75% of growth within residential type zones will be taken-up by the Residential Zones and 25% would be taken-up by the Greenbelt Residential Zones, equating to 2,355 dwellings (Residential) and 785 dwellings (Greenbelt Residential) respectively.

Table 11 shows each settlement's share of projected housing required to accommodate growth (in terms of both number of dwellings and percentage in comparison to other settlements).

**Table 11: Settlement Share of Projected Households**

Settlement	Share of Households (%)		Number of Houses Required	
	Residential	Greenbelt	Residential	Greenbelt
<b>Levin/Taitoko</b>	53%	34%	1,248	267
<b>Foxton Beach</b>	23%	6%	542	47
<b>Foxton/Te Awahou</b>	5%	0%	118	0
<b>Waitārere Beach</b>	7%	20%	165	157
<b>Ōhau</b>	6%	20%	141	157
<b>Waikawa Beach</b>	1%	5%	24	39
<b>Manakau</b>	1%	9%	24	71
<b>Shannon/Te Maire</b>	1%	0%	24	0
<b>Tokomaru</b>	2%	6%	47	47
<b>Hōkio Beach</b>	1%	0%	24	0
<b>Total</b>			<b>2,355</b>	<b>785</b>

The capacity of each settlement to accommodate the projected number of houses in Table 11 is considered in section 10 of this Growth Strategy. The tables for each settlement in section 10 show the area of land that will be required to accommodate this projected number of dwellings for each settlement, and record whether there is a 'shortfall' or existing oversupply in relation to the 'available land' already zoned Residential or Greenbelt Residential.

The growth demand scenario also assumes that the minimum lot sizes outlined in the District Plan for each zone, in each settlement will be applied in developing the land. The minimum lot sizes applied to each settlement are detailed in Table 12.

Note: A 500m<sup>2</sup> lot size was assumed for the Residential Zone in Levin. While the District Plan specifies an average lot size of 600m<sup>2</sup> for greenfield type developments in Levin, in recent history

there has been a trend of developers applying for a smaller average lot size. Therefore a 500m<sup>2</sup> lot size was assumed based on an analysis of recent subdivision consent history.

The consequences of using the below assumed lot sizes is that where larger lots than the minimum are created then the supply of land for that type of land use will be less. The converse also applies. No account has been made for this variability as it will occur at the time of subdivision.

**Table 12: Assumed Minimum Lot Size for Each Settlement**

Settlement	Minimum Lot Size (m <sup>2</sup> )		Number of Houses Required
	Residential	Greenbelt	Low Density Area
Levin/Taitoko	500	5000	2000 (average lot size)
Foxton Beach	600	5000	2000 (average lot size)
Foxton/Te Awahou	600	5000	
Waitārere Beach	800	5000	
Ōhau	2000	5000	
Waikawa Beach	800	5000	
Manakau	2000	5000	
Shannon/Te Maire	600	5000	
Tokomaru	800	5000	
Hōkio Beach	800	5000	2000 (average lot size)

# 5. Urban Form and the Future

**Urban form is derived from the combination of a town or settlement's 'footprint' (the area it covers), density, street pattern, distribution of open space, building heights, and land uses.**

The distribution of towns or settlements relative to each other and the transport infrastructure that connects between is also of interest. It is important for the Growth Strategy to consider urban form, not only because it directly influences the capacity for a place to physically accommodate urban growth, but also because urban growth can modify the established character of settlements that are cherished by the community. In addition to this, locating growth in a place that is close to existing infrastructure can enable urban growth which is more cost effective.

Most of the core of the District's settlements are relatively well established having been surveyed and developed in the late 1800's and then in waves, such as post world war two in places like Levin, where housing was developed in large numbers for a time. The grid street pattern that was used at that time provided usually regular shaped and sized street blocks and sections, with many of the lots originally surveyed at a larger size. This makes places such as Levin relatively flexible for accommodating growth within the existing developed areas. Later stages of subdivision from the 1970s onwards have favoured less flexible forms e.g. cul-de-sac and less connected street networks, reducing the capacity for infill or redevelopment.

## 5.1 Footprint and Density

**Table 13 describes the relative size of the main settlements in the Horowhenua District.**

The table shows that relative to the other 'main' settlements of Foxton, Foxton Beach and Shannon, Levin is significantly larger in its 'footprint' and has slightly higher density than the others.

The density of Levin and all other settlements is still relatively low and typical of New Zealand settlements that have developed as an urban area in an age when motorised transportation has enabled high levels of personal mobility and resulted in a dispersed urban form.





**Table 13: Population and density**

Urban settlement	Population (2013 Usually Resident)	Urban Land Area* (approx ha)	Settlement Density (People per ha)
Levin	18,800	1,266.5	14.8
Foxton	2,643	233.6	11.3
Foxton Beach	1,730	323.6	5.3
Shannon	1,310	114.0	11.5
Waitārere Beach	620	360.2	1.7
Tokomaru	570	49.8	11.4

Note: this does not include land zoned residential, commercial or industrial not yet developed.

Source: HDC GIS Data.

## 5.2 Infrastructure

### 5.2.1 Transport

The Regional Land Transport Plan<sup>8</sup> for the Manawatū-Whanganui Region identifies a series of strategic actions which include investigations as to the route for the SH1 north of Ōtaki to North of Levin. It also has an action to investigate improved rail station parking to support increased use of the commuter trains between Palmerston North and Wellington.

This transport infrastructure will be potentially significant for the District's growth. That significance is continued improvements to the travel time between major centres (Wellington and Palmerston North) and the Horowhenua which the Sense Partners projections for growth are informed by.

It is also significant in terms of where any new highway alignments or upgrades are located. That significance relates to the effects on Levin town centre where a bypass would be potentially influential both to the future of the town's form and function<sup>9</sup>. The significance will also be for the way in which land uses are planned for the areas around Levin and south to Ōtaki where settlements such as Ōhau and Manakau could be affected.

Any growth in the provision of land for industry needs to be cognisant of both the potential benefits of improved connectivity and accessibility the highway location can provide. This relates both to SH1 and the relationship to SH57.

Any growth planning to provide for residential

activities needs to be cognisant of the position relative to SH1 and potential for the highway network to create a barrier to ease local area movements between residential areas, schools, town centres or areas of employment.

The distribution of some projected growth in the beach communities in the southern part of the District (which are closer to Wellington) can also be anticipated as the highway improvements generate increased accessibility.

Consideration will need to be given in the longer term to ensuring that the need for travel on strategic roads is reduced. This could be through the provision of community facilities, public spaces and shops in development areas, off the main highway, or construction of link roads that enable local traffic to move without using the State Highway network.

The North Island Main Trunk railway line is a strategic infrastructure asset for the District. There is the potential for freight and passenger services to increase in the future as alternative modes of transportation to those currently predominating, become more attractive. It is recognised in the Regional Land Transport Plan that Levin and its facilities could be improved to facilitate increased use of this mode of transport. With the recent double tracking and electrification of the railway line to improve commuter facilities to Waikanae consideration of its extension to Levin should also be investigated.

Cycling as a mode of transport (as opposed to a form of recreation) is also an opportunity for the District. Council has a Shared Pathway Strategy<sup>10</sup> which has more of a focus on the development of trails that will generate improved economic and recreational opportunities. There are opportunities for improved facilities for cycling within existing settlements through reallocation of existing road reserve space from road/berms. Central Government policy to support cycling as a local area movement choice through the Urban Cycleways Fund recognises the benefits for communities from this form of transport.

### 5.2.2 Water Supply

Council supplies potable water to Levin, Foxton, Shannon, Foxton Beach, and Tokomaru via individual town water treatment and reticulation systems. The systems in each of these places have been upgraded recently. In other settlements, each

<sup>8</sup> Horizons (2015) Manawatū-Whanganui Regional Land Transport Plan

<sup>9</sup> A Town Centre Strategy is underway for Levin at this time (working draft Feb 2018)

property is required to provide its own water supply typically via on-site rain water collection tanks or individual bores.

Greater demands for water supply are expected in Levin, Foxton, Foxton Beach, Waitārere Beach, Ōhau and Manakau to service the increase in population. There is the potential to service expanded settlements with additional bores and extended reticulated systems. However, with increasing demand for groundwater from a range of users, water conservation initiatives also need to be considered. The costs of providing increase reticulation is an issue for the District.

### 5.2.3 Wastewater

Sewer mains take sewage to one of Council's wastewater treatment plants in Tokomaru, Shannon, Foxton, Foxton Beach, Waitārere Beach, or Levin. Each treatment plant is appropriate for the community it serves. However, issues such as high groundwater and stormwater infiltration have contributed to the incidence of inflow into the sewer main and reduced the capacity of each plant.

Upgrading of the systems is being undertaken progressively. The plant in Shannon has been recently upgraded and the plant at Foxton has been planned for upgrade, with consent having recently been granted and work to commence soon. A key issue for consideration for those settlements with this infrastructure will be the location of additional households and/or industrial business relative to the wastewater treatment plants to make the costs of reticulation sustainable.

An issue for settlements without wastewater infrastructure will be their capacity to accommodate any additional growth without sufficient lots sizes to enable onsite treatments (e.g. tanks and soakage). In addition, the cumulative impact of a number of onsite treatment and disposal systems on the quality of groundwater and surface water will need to be considered.

### 5.2.4 Stormwater

The reticulated stormwater networks in the urban settlements manage surface water runoff from roads and discharge to local surface water bodies. All properties generally manage surface water runoff on-site, with excess runoff directed towards the reticulated networks.

There are areas of the District within or adjacent

to urban settlements which experience localised ponding and flooding during heavy rainfall events. Council is investing in infrastructure to address these issues in areas such as north-east Levin.

It is additionally recognised by Council that urban stormwater and its discharges to waterways and waterbodies, including Lake Horowhenua, is not a sustainable practice in terms of the environmental outcomes sought by the community.

Accordingly Council is considering, through projects such as the Levin Town Centre Strategy, opportunities to reduce the extent of runoff from hard surfaces and to improve water quality through low-impact stormwater design systems.

## 5.3 Hazards

There are flood risk issues identified by the 200 year Return Period Flood Hazard Maps of the District that will affect the urbanised parts of Foxton, Foxton Beach and to a lesser extent, Shannon, Levin, Hōkio Beach and areas outside of the townships that are currently undeveloped.

Greater consideration of the effects of climate change on sea levels and the effects on coastal areas including estuaries and river mouths will be required in considering further development at coastal settlements. Similarly more intense rainfall events can be expected which requires consideration for managing stormwater and also river flood hazard. With recent major earthquake events in New Zealand it is also increasingly important to consider other natural hazards such as earthquakes and liquefaction.

In developing the Growth Strategy Council has tried to avoid identifying areas for potential future residential growth that are known to have significant natural hazard risks. However, only a high level evaluation of the growth areas identified in section 10 has been undertaken to date, further investigation may be required for some of these areas to better understand how/if they are at risk of natural hazards. In some instances special provisions may be required as part of a plan change or development process to ensure that any potential effects associated with natural hazards are appropriately avoided or mitigated.

<sup>10</sup> Horowhenua District Council (2016) Horowhenua Shared Pathway Strategy

### 5.3.2 Cultural, Environmental and Heritage Values

There are layers of cultural heritage in the Horowhenua derived from human presence, use and development over many centuries. These layers can be seen in the landscape by the buildings, landforms, trees, distribution of settlement, and archaeology.

There are four Iwi with rohe in the Horowhenua; Muaūpoko, Rangitāne, Ngāti Raukawa and Ngāti Apa. The natural environment relationship is paramount for local iwi, in terms of the use and development of the natural resources. There are values inherent in these natural resources – streams, lakes, estuaries, air, and soil and their life supporting characteristics that will need to be recognised and provided for in growth options as they are considered.

The cultural heritage of the Horowhenua is varied, based on the diversity of historical occupation. There are a range of sites relating to social, historical, technological, spiritual and use values. The District Plan identifies some of these places for a level of protection or management. However, there are heritage places or cultural areas that are not yet recognised by the District Plan but which could be recognised for their values in the Growth Strategy.

In particular, there is no coverage of archaeological sites (Māori and European) identified by the District Plan. As a starting point, data from the New Zealand Archaeological Association will be used as a guide to the likely presence of archaeological sites. However, a cautionary approach to new development areas needs to be taken to recognise potential for the presence of sites not yet formally identified.





# 6. District Growth Objectives

## 6.1 Growth Management Principles

As noted in the Introduction (section 1) there are six Community Outcomes sought for the District.

These are given effect to by the following growth management principles.

### 6.1.1 Settlement Principles

- Plan for settlement growth at key nodes (such as existing settlements) on transport routes including public transport networks.
- Provide housing choice - range of lot sizes/densities. Higher densities around centres (e.g. 25-50dw/ha) and larger lots at edges.
- Recognise and provide affordable housing choices for people with a low income.
- Ensure neighbourhoods have a focal point or 'heart' which is a people-friendly place.
- Avoid areas of development where there are high risks from hazards and recognise the effects of sea level rise.
- Maintain the 'village' character of smaller settlements (e.g. Tokomaru, Ōhau, and Manakau).
- Maintain the 'beach' character of coastal settlements (e.g. Waitārere, Hōkio and Waikawa Beaches).
- Recognise and provide for retention and reuse of heritage buildings.
- Address in any new growth areas the potentially disconnecting influence of main roads/highways either current or future-planned.

### 6.1.2 Street and Movement Principles

- Provide safe and comfortable streets for walkers, cyclists, cars and other transport.
- Provide for 'walkability' and cycling as healthy, sustainable and affordable ways of moving around.

- Ensure streets are interconnected to assist with efficient movements, walk ability and way finding.
- Improve the use of street trees to provide scale, shade, visual amenity and definition of street hierarchy.
- Establish clear hierarchies in street design of arterial roads (e.g. State Highway), distributor roads, local traffic to collector roads and residential traffic to neighbourhood streets.
- Encourage the transport system to provide adequately for the community's long term transport needs.
- Recognise the influence of State Highways economically to the settlements and of the railway for movement of people and goods for the future.
- Encourage through urban development areas increased viability for public transport.

### 6.1.3 Rural Principles

- Recognise the different environments that exist within the landscape framework from the hills to the plains to the coast, and the natural and physical opportunities and constraints that apply to defined areas.
- Retain the open rural landscape and protect the versatility of productive rural land, and maintain the "right to farm".
- Provide for a range of productive uses that utilise the natural assets of the locality.
- Protect outstanding landscapes, natural habitats and areas with significant heritage and cultural values.
- Plan for rural living opportunities around settlements - contribute to community life, maintain open/productive land, servicing opportunities.
- Accommodate rural living in the rural environment only where it is compatible with the character and function of the locality, and recognises the natural and physical constraints of the area.

### 6.1.4 Open Space Principles

- Provide for the formal and informal recreational needs of people in towns – sports and casual use.
- Provide for definition to the neighbourhoods by local parks and linkages, such as along waterways.
- Maintain a low density of development and thus more open landscape around towns to define the urban/rural boundary and to protect the versatility of productive rural land.
- Provide a linked network of open space for alternative movement network for walkers, recreational use, and ecological corridors.
- Recognise the natural values in the hills, plains and coastal environments and the recreational opportunities in these.
- Ensure that public open space is safe and comfortable for public use.

### 6.1.5 Infrastructure Principles

- Provide water, sewer, stormwater to an adequate standard to reflect Council strategies.
- Plan and develop infrastructure which minimises energy use, discourages emissions, and reduces waste.
- Minimise stormwater and over flow management by environmental design, especially in sensitive catchments (Lake Horowhenua, Lake Papaitonga and Manawatū River Estuary).
- In non-reticulated areas, adopt best practice solutions for on-site disposal of wastewater and the supply of portable water.





# 7. Spatial Strategy for Growth

**Drawing on the demographic and economic profile, planning principles and regional influences as well as the landscape character, a spatial strategy for growth was developed in the Horowhenua Development Plan 2008.**

This Growth Strategy has considered the Development Plan spatial strategy and retained it as a basis for strategically planning for future growth in the District. The planning principles that underpinned the Development Plan remain current today and represent an accepted basis for guiding urban development in New Zealand.

These principles were consulted on with the community and accepted by Council when it adopted the Development Plan. What has changed since 2008 is the increased quantum of projected growth. However, the spatial strategy based on the principles provides sufficient flexibility as to the extent of land that needs to be enabled for development.

## 7.1 Spatial Strategy

**Accordingly, the strategy remains to consolidate within and around existing urban areas with a lower density development 'greenbelt' edge.**

For the rural areas, the strategy is to retain these as largely open and productive land to enable the economic and tourism benefits these areas present.

The existing urban areas of the District are of varying sizes. They also have different characteristics, influenced by historical development patterns, their location, topography, climate and the range of activities they accommodate.

However, despite these variations in character, they are all places where, with the application of growth management principles, some improvements can be



made which will enhance their provision for current residents and future generations. The following spatial strategy (refer to Figure 3: Spatial Strategy) applies:

- Increase density within settlements in defined locations to utilise existing urbanised land and minimise future infrastructure costs.
- Support the commercial and social service facilities in the existing settlements through carefully managed increases in density and so provide some economic and social benefits to the local community.
- Encourage the diversification of the range of housing types and living environments available in the District.
- Provide a 'Greenbelt Residential' or 'Rural Residential' peri-urban zone of connected clusters of housing to meet the demand for fringe larger lot living closely connected to settlement centres and facilities.
- Contain settlements within limits set by greenbelts to maintain the scale and 'village' character of each settlement.
- Limit overall size of urban areas and avoid ad-hoc rural development to protect the land and soil resource.
- Utilise natural landscape features to guide the pattern of development and retain features that contribute to 'sense of place'.
- Protect the natural character of the coastal environment by limiting the expansion of settlements. Most of the coastal environment is to be retained in its natural state and/or primary production focus.

## 7.2 Density

**Towns traditionally have a cross-section that shows a transition of residential densities from highest in the town centre through to lowest at the rural edge.**

This can be described graphically in the 'transect diagram' (refer to Figure 4).

The transect describes that at the town centre there is a mixed-use approach which enables residential and commercial development at the greatest intensity which could be described as high density, through to medium density, through to a standard suburban density with the lower densities at the edge of town. This range is shown as gross dwellings per hectare which includes roads and open space in the calculation. The strategy for managing density to provide the choice in housing types provided in the District is largely determined by the Horowhenua District Plan. Minimum lots sizes have been used to manage the density in urban (which range from 225m<sup>2</sup> for medium density) and peripheral urban areas which have a minimum lot size of 250m<sup>2</sup> or 330m<sup>2</sup> for standard residential areas and 2000m<sup>2</sup> for the serviced areas known as greenbelt residential areas at the urban edge.

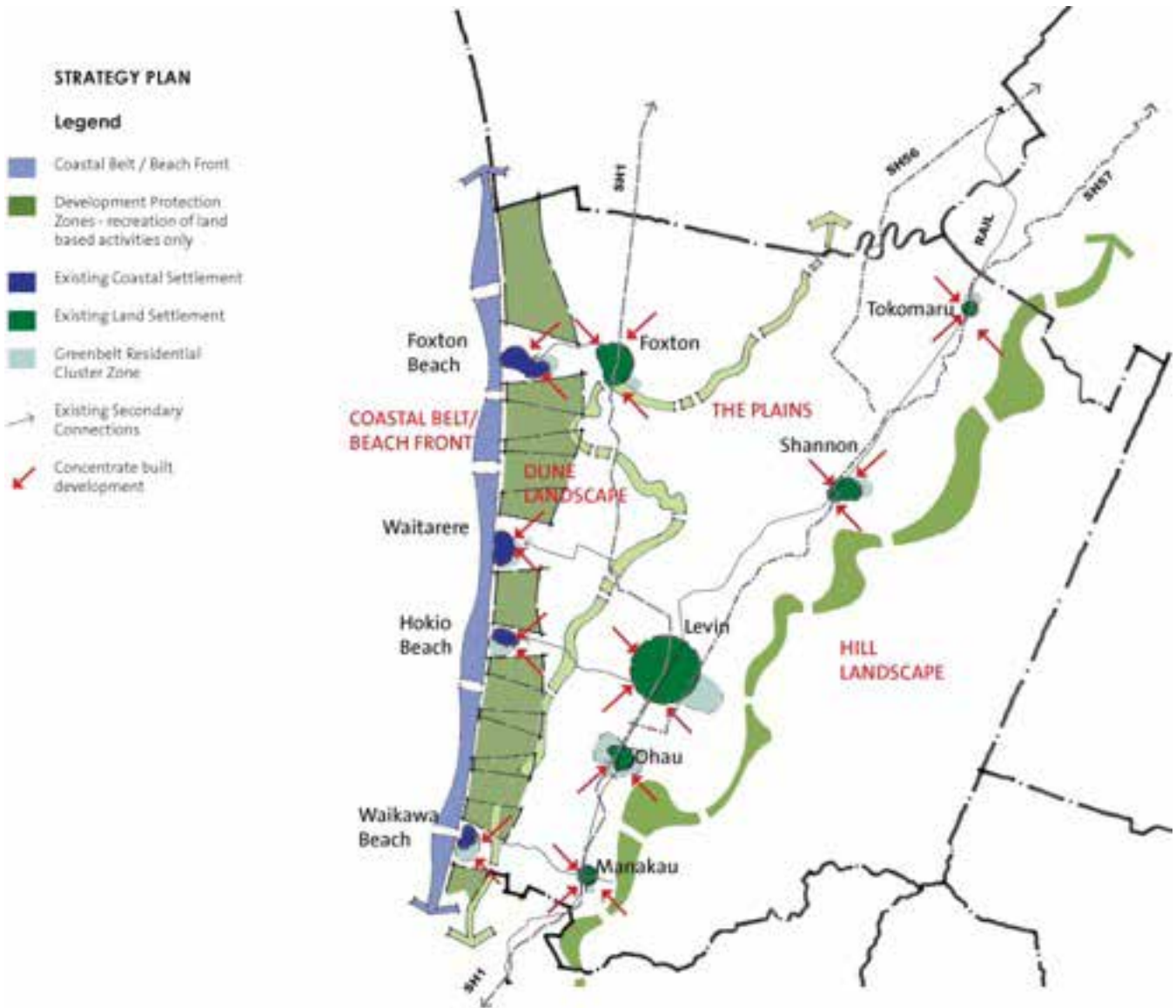


Figure 3: Spatial Strategy



**TOWN CENTRE - high density mixed use**

Mixed use development combines commercial and residential functions in the one building. Located in the town centre, the mix of uses brings more vitality to the central streets both during and outside commercial hours. Residents in these areas have the convenience of good access to retail and community facilities and local businesses have increased patronage. Different housing types allow for a greater diversity of household structures and incomes.

**MEDIUM DENSITY RESIDENTIAL town houses or terraced typically 150-350m<sup>2</sup>**

Dwellings are joined together by a shared party wall in a terrace or semi detached form. A garage for one car may be part of the structure. Open space on site is limited to a small private courtyard or balcony or a communal garden. Located close to the town centre, these dwellings are within walking distance of retail and community facilities. House types have benefits of low maintenance and cheaper heating/service bills. Diversity of housing types and sizes allows for different household structures and incomes.

**STANDARD RESIDENTIAL suburban house typically 500 - 1000m<sup>2</sup> lots**

Single detached dwellings in a garden setting. Houses suited to a traditional family structure. Open space large enough to accommodate family leisure activities and a garden. Garages for one or two cars can be accommodated on site. Car is main form of transport to retail and community amenities.

**LOW DENSITY RESIDENTIAL large suburban house typically 1000 - 2000m<sup>2</sup> lots**

Single detached dwellings in a garden setting. Houses suited to traditional family structure. Open space large enough to accommodate family leisure activities and a large garden. Garden may have some productive value such as fruit trees or vegetable patch. Large garages can be accommodated on site.

**GREEN BELT RESIDENTIAL 2000 - 5000 m<sup>2</sup> lots**

Green belt residential can meet the demand for rural lifestyle blocks while maintaining the open rural production land that is a valued quality of the district. Single detached houses can be clustered together with a common vegetation belt (preferably native planting) that also functions as a public access easement. This vegetation belt will be defined by an easement coordinated by a structure plan. The lots have a semi rural character with dense planting and views to the larger rural surrounds, while utilising the benefits of proximity to the town.



Figure 4: Transect Diagram





# 8. Future Development

## 8.1 Process for identification and assessment of growth areas

The below chart provides an overview of the process followed to identify and assess the growth areas described in section 10 of this Growth Strategy.



It should be noted that in identifying the potential growth areas Council is planning for an 'oversupply' of growth areas to provide a level of flexibility as to where development occurs and to be able to respond to market opportunities.

Council is not anticipating rezoning all of the growth areas identified in section 10 at once; but rather Council may propose to rezone areas where there has been identified to be a 'shortfall' in available land initially, with the other growth areas being identified and remaining as options in the Growth Strategy for Council or landowners/developers to consider in the future.

At this stage Council has only undertaken a 'high level' evaluation of the growth areas identified in section 10. A more detailed evaluation would be required to be undertaken as part of a plan change process to rezone a growth area or substantial consent process (i.e. where a development proposal is received for land that is identified as a growth area but has not been rezoned).

## 8.2 Development Area Assessment Criteria

**A range of residential, rural-residential, commercial and industrial land use options were considered as part of preparing the Development Plan 2008. These were extensively consulted on and the development areas were described in a series of development plans.**

Following Council's adoption of the Development Plan in 2008 a series of District Plan changes were undertaken to rezone the areas and signal the suitability of those areas for urban development. Most of those rezoned areas were accompanied by a Structure Plan that provided some guidance to the expectation in subdivision layout around

connectivity within the development and the protection of any existing values in the land areas, such as, landscape features.

To assist in determining the suitability of new areas for urban development, a set of assessment criteria were used and are set out in Table 14. These criteria were developed and used in preparing the Development Plan 2008, and continue to be relevant assessment criteria for the local context. These criteria have been used to assess the growth areas that are identified in section 10 of this Growth Strategy.

The criteria connect to the planning principles described in section 6. These criteria remain an appropriate basis for considering any future land provision for accommodating growth in the District.

**Table 14: Development Area Assessment Criteria**

Assessment Criteria	Description
<b>Urban Form</b>	<p>Urban form is an overall condition which is derived from the combination of a town's footprint (the area it covers), density, street pattern, distribution of open space, and building scale. Urban form is integral to the planning of any settlement as it influences the accessibility, liveability, sustainability and adaptability of the place.</p> <p>New growth areas located adjacent to existing urban areas or along key transport corridors have the potential to link well with existing urban areas. In contrast, new growth areas that may be greater distances away or poorly connected to transport corridors tend to undermine social cohesion, make infrastructure provision more expensive and reduce the sustainability of urban areas.</p>
<b>Proximity to key transport networks</b>	<p>Transport networks are important for enabling people to move throughout urban areas to schools, work, commercial centres, and other activities. Choice in mode of transport is important to liveability – walking, cycling, public transport, cars and heavy vehicle modes should be accessible options for people as the district grows. Transport networks and the form of development in relation to the network are important considerations in shaping urban areas.</p>
<b>Proximity to reticulated infrastructure</b>	<p>The proximity and ability to connect easily with reticulated infrastructure can reduce the economic and environmental costs of new development.</p>
<b>Proximity to activity centres and community facilities</b>	<p>An activity centre is where people shop, work, relax and socialise. It provides the focus for services and social interaction. Community facilities include libraries, community halls, schools, hospitals and parks. The proximity of potential growth areas to activity centres and community facilities is important in ensuring social cohesion, reduced vehicle trips and stronger communities.</p>
<b>Location of natural hazards, such as flooding, ponding and erosion</b>	<p>Some areas are potentially subject to natural hazards which provide significant risks associated with occupation of the land. These effects cannot easily be mitigated, so growth areas that avoid them are favoured over those that are affected. The influence of climate change on the nature of these hazards also needs to be considered.</p>
<b>Proximity to incompatible land use</b>	<p>As urban areas grow there are increasing instances where relatively sensitive residential areas come into contact with incompatible land uses such as factories, meatworks or wastewater treatment plants. This results in residents raising concerns about noise and air emissions, odour and traffic. These land uses which are incompatible with residential living are vital to the functioning of the overall urban area and district economy and are often limited in where they can locate. As a result it is considered more desirable to direct residential growth away from these types of land uses.</p>
<b>Proximity to outstanding landscape or natural features</b>	<p>Growth areas that affect outstanding landscapes (as identified in the District Plan) are considered less preferable than those that might not. However, in some instances specific development proposals can be designed to complement these broader landscapes.</p>
<b>Areas of heritage or cultural features</b>	<p>Growth areas should avoid adversely impacting on heritage buildings or cultural features.</p>
<b>Topographical limitations</b>	<p>It is possible to build urban areas over relatively steep ground, but it is significantly cheaper to develop on flatter ground. For this reason, potential growth areas are preferred on flatter ground (slope less than 15°).</p>
<b>Location of highly versatile soils</b>	<p>Highly versatile (LUC Class I and II) soils are valued in the community for their productive purpose as they are highly fertile and require less irrigation or fertiliser to grow plants. Therefore areas containing these highly versatile soils should be considered carefully in the context of the district before being allocated for residential development.</p>



# 9. Community Engagement

**The preparation of the Horowhenua Development Plan 2008 (from 2006 to 2008) involved an extensive consultation process with meetings in all settlements.**

The previous consultation, as well as more consultation as part of preparing the Long Term Plan 2018-2038, has confirmed the key spatial strategies and principles still reflect the community's aspirations and outcomes sought. Given this, consultation in preparing this Growth Strategy has focused on those parties directly affected by the growth options and a feedback process that assisted Council in confirming the key spatial strategies and principles for managing growth in the District.

## 9.1 Targeted Consultation

For this Growth Strategy, there has been a focus group meeting held of surveyors, real estate advisers, and land developers to understand the development industry perspective on constraints and opportunities for the District's growth provision.

Consultation was also undertaken to gauge the market interest currently in the District and the types of properties people are seeking. This consultation has assisted in generating the growth scenarios (see section 4) used to test the capacity for currently zoned land to accommodate the projected growth described in section 3.

Consultation has also been undertaken with a drop-in session, by email and telephone with as many landowners as practicable that currently hold vacant land that is zoned for development. The purpose of this consultation has been to understand landowner intentions towards providing for growth on zoned land through the subdivision process.

The current situation for the consulted landowners can only be one guiding factor to the future capacity or need for additional supply of developable land to accommodate projected growth. There are many variable factors (including changing circumstances with owners) that will influence the oncoming stream of new houses and industrial buildings on land zoned for development.

The consultation has identified some deterrents to current landowners proceeding with enabling their

land to be urbanised. These factors include:

- The intention to continue to farm the land until they choose to cease farming or such time as it is uneconomic to do so relative to the benefits of land development.
- The perception or experience that Council is obstructive or unhelpful in assisting efforts to enable land development through both the consenting processes and the costs of obtaining those consents.
- The costs to undertake subdivision and provide for infrastructure such as roads, services reticulation and its connection to the existing system.
- The lack of any knowledge or understanding about the steps required to develop the land ready for sale.

## 9.2 Overview of Consultation on the Draft Growth Strategy

The Draft Growth Strategy was available for public feedback from 23 February 2018 until the 26 March 2018. A total of 55 individuals and groups provided feedback on the Draft Growth Strategy. The key themes arising from the feedback are discussed in turn below.

### 9.2.1 Waikawa Beach Growth Areas

Approximately half of all public feedback received on the Draft Growth Strategy related specifically to Waikawa Beach. The majority of those who provided feedback in relation to Waikawa Beach were opposed to the growth options proposed in the Draft Growth Strategy for this settlement. The reasons for their opposition included impact further development would likely have on the character of Waikawa Beach, risks associated with climate change, and natural hazards including flooding, ponding, and coastal erosion.

Many who provided feedback indicated that they were not supportive of reticulated services (i.e. water and wastewater services) being provided by Council for this settlement in the future. Respondents also identified a lack of social infrastructure at Waikawa Beach and limited desire

from residents for this infrastructure to be provided.

There were a number of submitters that also addressed the Draft Growth Strategy and Waikawa Beach in their submission on the Draft Long Term Plan 2018-2038. The matters raised in their submissions were largely consistent with the feedback specifically received on the Draft Growth Strategy.

Whilst Council acknowledges the concerns raised about future development at Waikawa as part of the feedback on the Draft Growth Strategy, it is still considered important to provide some opportunity for appropriate development to occur in this area. With improvements being made to the expressway that connects the Horowhenua to Wellington it is anticipated that growth for our District will be largely focused around Levin and in the southern part of the District.

While growth will be spread across the settlements in the southern part of the District, Waikawa Beach will be significant as it's the southernmost coastal settlement. In developing the Growth Strategy Council has identified a small shortfall in land currently zoned as Residential (0.3ha) and Greenbelt Residential (4.1ha) to provide for anticipate growth for this settlement.

Waikawa Beach does not have reticulated services and Council is not intending to investigate the provision of these services for this settlement (taking on board feedback on the Long Term Plan). Therefore it would not be appropriate to rezone any additional land as standard residential. However, given the shortfall in land zoned Greenbelt Residential, the anticipated growth for this settlement, and its existing popularity as a coastal settlement with good rural lifestyle offerings, Council does think it would be appropriate to propose additional land to be rezoned Greenbelt Residential.

Not all of the land identified as potential growth options for Waikawa Beach in section 10 of this Growth Strategy would need to be proposed to be rezoned. Council will aim to rezone enough land to provide for anticipated growth out to 2040 and for rural lifestyle type development to be able to occur on the land proposed to be rezoned that will

complement the character of the settlement, while avoiding or mitigating natural hazard risks.

To propose land to be rezoned additional evaluation of natural hazard risks would need to be undertaken and special provisions may be proposed as part of the plan change to ensure that the effects of potential natural hazards are avoided or mitigated. A plan change would be a public process.

## 9.2.2 Manakau Growth Areas

Six people provided feedback relating to growth areas at Manakau, they were largely opposed to the growth areas identified for this settlement for a number of reasons including the perceived impact on the character of Manakau Village, concern about the risk from natural hazards, the cost of providing reticulated services and the loss of production land, particularly class one and two soils (identified as versatile soils in the District Plan). One person suggested that Council consider their land as an option for future development.

Some of the people that provided feedback were also concerned that the growth areas identified in section 10 of the Growth Strategy may influence the NZTA as they consider options around future improvements to the highway network between Ōtaki and north of Levin.

It is noted that the options that NZTA engaged with the community on in 2017 for potential new alignments for SH1 were all to the east of the existing Manakau Village. Council has taken these potential alignments into consideration while developing the Growth Strategy and, where possible, it has tried to identify growth areas that will not be affected by these.

The Council considers it is important to provide opportunity for growth to occur at Manakau given its location as the District's southernmost settlement. The growth areas identified in the Draft Horowhenua Growth Strategy 2040 were all located on the western side of State Highway 1 (the opposite side of the highway to majority of the existing settlement). This would mean new development at Manakau would occur nearer the Domain and the existing convenience store, and it would also

be adjacent some existing residential and lifestyle properties.

However, since consulting on the draft version of this Growth Strategy a further growth area has been identified for this settlement. This growth area is located on the eastern side of the highway, on the northern edge of the main part of Manakau. It should be noted that this growth area has been previously considered during the development of the Development Plan between 2006 and 2008, but at this time it was discounted due to landowner and community opposition.

This land appears to be primarily used for pastoral farming currently; with the school and a church located in the south-western part of the growth area. The eastern boundary of this growth is consistent with the boundary of the existing settlement and the northern boundary is defined by existing property boundaries.

As reticulated services are not currently available any land proposed to be rezoned for this settlement will need to be Greenbelt Residential with a minimum lot size of 5000m<sup>2</sup> (unless a development was to provide its own reticulated services and in which case a smaller lot size can be considered). This would not be out of character with the existing village, where many of the existing lots are around 4000m<sup>2</sup> (with the exception of the properties between Honi Taipua Street and Wi Pere Street which are around 1000m<sup>2</sup>).

### 9.2.3 Levin Growth Areas

Eleven people/groups provided feedback on the growth areas that have been identified for Levin. Several submitters indicated that Levin should be considered more suitable for residential growth than coastal towns as it is a more accepting receiving environment and reticulated services are available and can be extended to future growth areas.

One respondent requested Council consider their land for rezoning. Their land is located in the vicinity of the racecourse (which is Growth Area LS5). It is considered that sufficient land has been identified as potential growth areas in section 10 of the Growth Strategy at this stage for Levin.

The other respondents focused on Growth Area LS6. Council is currently preparing a Master Plan for 'Gladstone Green' which is located within LS6. Feedback on the Draft Horowhenua Growth Strategy 2040 can be considered by Council as it prepares the Master Plan.

### 9.2.4 General Feedback

A number of respondents provided general feedback on the Draft Horowhenua Growth Strategy 2040 that did not relate to a specific growth area. This feedback largely came from groups or organisations with an interest in growth in the Horowhenua, such as Powerco, Horizons Regional Council, and Transpower. They were either neutral or supportive of the Draft Growth Strategy, so long as their interests and/or assets are protected through any subsequent plan changes.

Other general comments that were made included people wanting to see production land and the character of existing settlements protected as well as a desire to see sufficient social infrastructure, including education and employment opportunities, provided to meet the needs of each growth area. A number of people highlighted the importance of transport and providing for good links between the growth areas and the existing settlements (and beyond). Some respondents raised concerns about the status of the Ōtaki to north of Levin project.

Several people also indicated that they are resistant to rates increases to cover the cost of providing infrastructure to growth areas.

The above matters are things that Council will need to consider as the Growth Strategy is actioned through future plan changes and other projects.



# 10. Identification of Options for Each Settlement

For the settlements in the District where there is a shortfall in available/zoned land for development, then growth area options have been identified.

## 10.1 Levin/Taitoko

Levin is the main urban area in the Horowhenua District, and is located approximately in the centre of the District. Levin has developed based on its location on the main north-south highway and North Island Main Trunk Line, as a strategic service town.

Levin is the main administrative, cultural, social and recreational centre for the District.

### 10.1.1 Growth scenario and land capacity

The growth scenario projects that Levin will need to accommodate an additional 1,248 houses within the Residential Zone and 267 houses in the Greenbelt Residential Zone.

Levin capacity calculation results indicate a small shortfall in Residential Zone land. However, there is an adequate supply of Greenbelt Residential zoned land to accommodate projected growth in this zone.

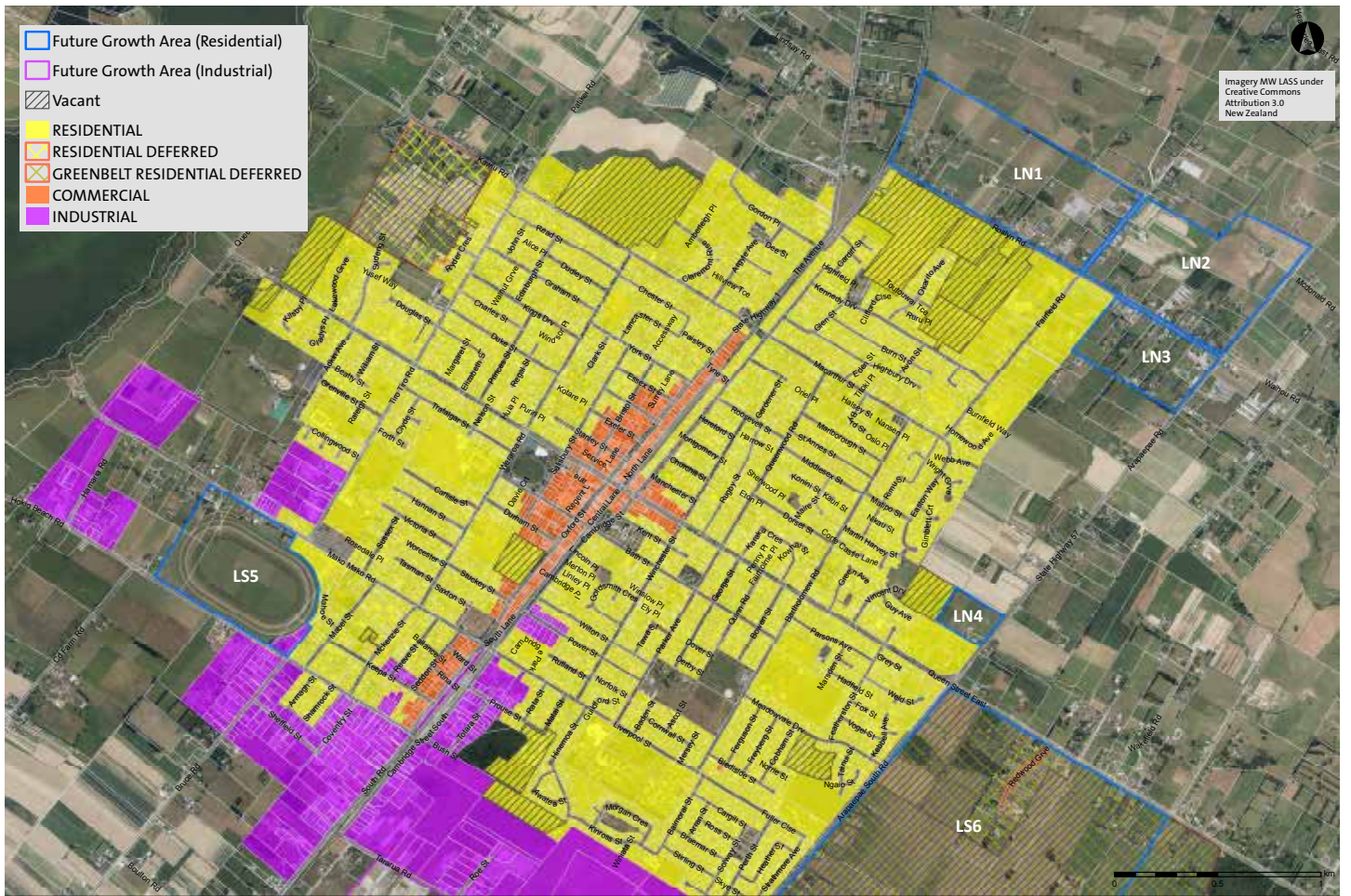
#### Levin Residential Capacity

<b>Total share of houses</b>	<b>1,515</b>
Residential Zone	1,248
Greenbelt Zone	267
<b>Residential Zone Land Required<sup>12</sup></b>	<b>76.7ha</b>
<b>Total Residential Land Currently Available</b>	<b>74.1ha<sup>13</sup></b>
<b>Residential Zone supply / shortfall</b>	<b>-2.6ha</b>
<b>Greenbelt Zone Land Required</b>	<b>173.5ha</b>
<b>Total Greenbelt Land Available</b>	<b>361.2ha</b>
<b>Greenbelt Residential Zone supply / shortfall</b>	<b>187.7ha</b>

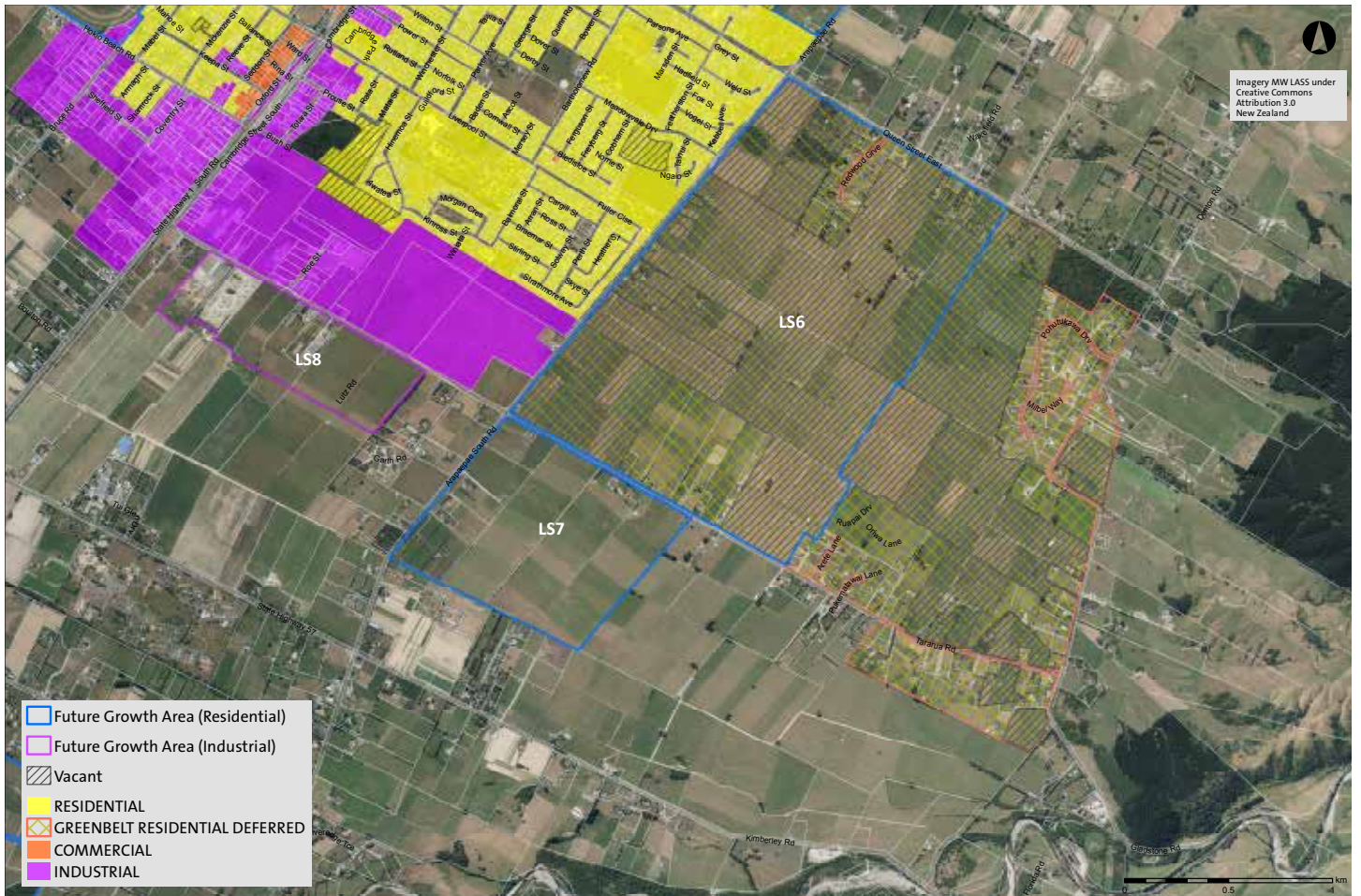
<sup>12</sup> All 'land required' areas described in this table and those of the following settlements include an additional 30% of land to provide for roads and reserves.

<sup>13</sup> 6 ha has been subtracted from the amount of residential land available to account for the area of land taken up by the Fairfield Road development.





**Figure 5 Levin North Potential Growth Options**



**Figure 6 Levin south Potential Growth Options**



## 10.1.2 Key Growth Issues

- Incremental demand for residential development and a range of 'fronts' for zoned land which makes servicing difficult to predict
- Levin Town Centre Strategy is currently being developed which has objectives for a more contained form and increased diversity of retail, food and beverage offering which may require some replacement of existing building stock
- Larger areas of vacant industrial land have owners with a 'land banking' approach. Based on Sense Partners projections there will be a need for some 80ha of industrial type land. Capacity assessment identified 71ha of available industrially zoned land and as such there is a projected shortfall of this type of land of 9ha
- Reticulated water and wastewater system constraints – infrastructure in some areas is not provided and upgrades to the network capacity will be needed. Water supply is also an issue
- Some areas are subject to natural hazards (e.g. ponding)
- Landowners of existing zoned land not wanting to sell or develop their land
- Potential effects of the new expressway corridor on spatial planning for growth areas – current and future
- Natural features such as Lake Horowhenua are susceptible to development impacts.
- Limited diversity of housing types and growing potential demand for alternatives to the standard detached house (aging population)
- Lack of quality housing in some recent infill housing

## 10.1.3 Growth Area Options for Levin

The Growth Strategy assumes that Levin will be a key focus area of growth in the future due to it being the largest settlement in the District as well as its location in terms of providing good connectivity to other main centres (e.g. Wellington and Palmerston North).

Given the small shortfall in residentially zoned land, and that some landowners of large areas of vacant land zoned Residential have indicated to Council they have no intentions to sell or develop this land for residential purposes, a number of growth areas have been identified for Levin.

The blue areas in Figures 5 and 6 indicate options for additional land to provide greater choice and flexibility for residential development. These areas have been identified based on being contiguous with existing and already planned residential areas and their development feasibility – primarily proximity to existing infrastructure.

Growth areas LN1, LN2, LN3, and LN4 are currently all zoned Rural but could be rezoned Residential and/or Greenbelt Residential in the future. It is noted that these growth areas all contain versatile soils. The development of LN4 would likely be contingent on the development of the land immediately to the west so that access to this growth area could be via Vincent Drive. Upgrades may be required to existing reticulated water and wastewater services for LN1, LN2 and LN3 to be rezoned Residential. These growth areas would enable development to continue in the vicinity of Fairfield Road. Due to the large area of LN1, LN2 and LN3, and the comparatively low shortfall of land for the Residential Zone in Levin, these growth areas could be released in stages over time in response to demand rates.

The LN1 to LN4 growth areas would possibly all be impacted when a bypass of Levin is constructed, depending on the alignment. Therefore a plan change proposing to rezone any of these growth areas should take place once the corridor for the Ōtaki to north of Levin Project has been confirmed.

Growth area LN5 identifies the option of rezoning the racecourse for residential purposes. This land is adjacent to industrially zoned properties as well as being in close proximity to other activities that would not necessarily be compatible with the land being developed residentially. If this land is to be rezoned and developed residentially, careful consideration will need to be given as to how to best mitigate any adverse effects associated with surrounding land uses and to ensure that future residents are afforded an appropriate level of amenity. Reverse sensitivity effects would also need to be considered and addressed. However, at the time of developing the Growth Strategy the Council is aware that the landowner does not want to re-develop this site in the near future.

Growth area LS6 could potentially be 'upzoned' from Greenbelt Residential Zone (currently deferred) to Residential Zone. A consequential effect of this option may mean additional land is required for the Greenbelt Residential Zone. Growth area LS7 could meet future potential Greenbelt Residential demand.



If LS6 was to be developed as a Residential Zone it would be likely that land within that area may be needed for non-residential development such as retail activities to support the residential development in that area.

A Master Plan is currently being prepared for the land within LS6, and a plan change will likely follow once the Master Planning process is complete.

Commercial and Industrial zoned land is not a focus of this Growth Strategy. However, a high level assessment of Commercial and Industrial available land was undertaken and there was found to be sufficient land available to meet projected demand for the Commercial Zone with a small shortfall identified for the Industrial Zone. There has also been an issue with landowners 'land banking' industrial land.

Growth area LS8 shows the potential future extension of the Industrial Zone in Levin across Tararua Road if additional land was required. It is noted that some of this land is already being used for industrial purposes.

Table 15 shows the land area of each growth area option. In summary, it shows that the options provide a choice of additional areas that would more than meet the demand for Residential Zoned land, and, importantly, provide additional land in the event that demand is higher than projected for Levin.

**Table 15: Growth Option Land Area (ha)**

Option	LN1	LN2	LN3	LN4	LN5	LS6	LS7	LS8
<b>Land Area (ha)</b>	53.8	43.3	19.4	4.8	36.5	281.7	85.3	44.8



Figure 7 Foxton Beach Potential Growth Options

## 10.2 Foxton Beach

Foxton Beach is a small community, consisting of a mixture of holiday homes and permanent residents. It is located in close proximity to Foxton, with farmland separating the two towns. With Foxton Beach having a different more coastal 'relaxed' environment than Foxton.

### 10.2.1 Growth scenario and land capacity

The growth scenario projects that Foxton Beach will need to accommodate an additional 542 houses in the Residential Zone and 47 houses in the Greenbelt Residential Zone.

Foxton Beach capacity calculation results indicate that the settlement is well supplied with Greenbelt Residential Zone land. Whereas Residential Zone land results show a shortfall in available land.

### Foxton Beach Residential Capacity

<b>Total share of houses</b>	<b>589</b>
Residential Zone	542
Greenbelt Zone	47
<b>Residential Zone Land Required</b>	<b>42.3ha</b>
<b>Total Residential Land Currently Available</b>	<b>27.7ha</b>
<b>Residential Zone supply / shortfall</b>	<b>-14.6ha</b>
<b>Greenbelt Zone Land Required</b>	<b>30.6ha</b>
<b>Total Greenbelt Land Available</b>	<b>133.3ha</b>
<b>Greenbelt Residential Zone supply / shortfall</b>	<b>102.7ha</b>

### 10.2.2 Key Growth Issues

- There are areas where reticulated infrastructure is limited. Any significant scale growth may require additional investment
- For the reticulated water supply, it has been recognised that significant growth may require additional infrastructure
- Some areas in and surrounding the urban area are subject to natural hazards (e.g. flooding, ponding, storm surges, tsunamis, wind erosion and liquefaction). These hazards will need to be evaluated on a case-by-case basis to determine whether subdivision and development is appropriate, and what measures are required to manage these risks
- Manawatū River Estuary provides biodiversity, landscape and recreational opportunities

### 10.2.3 Growth Area for Foxton Beach

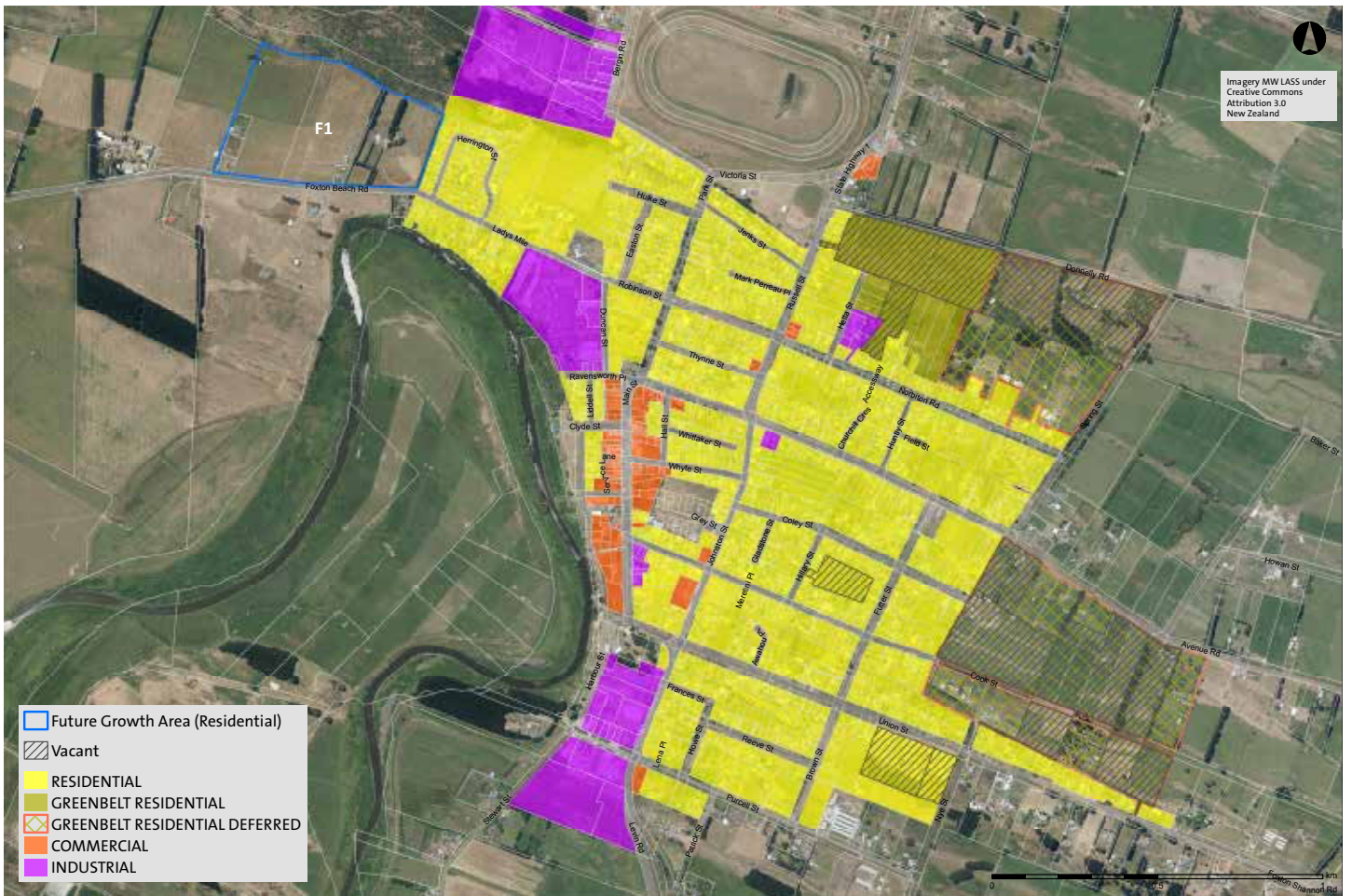
The blue area in Figure 7 presents an option for additional land required to accommodate the shortfall of residential land. This area has been identified based on its development feasibility – primarily proximity to existing infrastructure.

This growth area is currently zoned a mixture of Low Density Residential, Greenbelt Residential and Rural. It could be rezoned to Residential; this would reduce the (already ample) Greenbelt Residential Zone capacity and increase the Residential Zone land. With a land area of 66.3 ha, this option would provide sufficient land to accommodate projected Residential Zone housing demand. There would also still be sufficient Greenbelt Residential Zone land to accommodate projected growth of lifestyle blocks in this settlement.

The preference would be to rezone the blue growth area before lifting the deferred status on the area to the north.

This growth area does have some challenges in terms of infrastructure and potential hazards (e.g. potential ponding and liquefaction). Council is currently developing a Master Plan for this growth area which can then be used to inform a plan change.





**Figure 8: Foxton Potential Growth Option**

### 10.3 Foxton/Te Awahou

**Foxton is the second largest urban area in the District and is located north of Levin along SH1.**

Foxton has developed based on its close proximity to the Manawātū River mouth, which was a historically strategic transport link. This historical link means Foxton has some of the oldest buildings and established areas in the District.

#### 10.3.1 Growth scenario and land capacity

*The growth scenario for Foxton projects an additional 118 houses to be accommodated within the Residential Zone and no projected additional houses in the Greenbelt Residential Zone.*

Capacity calculation results indicate that there will be a shortfall of Residential land and an oversupply of Greenbelt Residential Zone land – the oversupply of Greenbelt Residential land is due to no growth being attributed to this zone.

#### Foxton Residential Capacity

<b>Total share of houses</b>	<b>118</b>
Residential Zone	118
Greenbelt Zone	0
<b>Residential Zone Land Required</b>	<b>9.2ha</b>
<b>Total Residential Land Currently Available</b>	<b>5.4ha</b>
<b>Residential Zone supply / shortfall</b>	<b>-3.8ha</b>
<b>Greenbelt Zone Land Required</b>	<b>0ha</b>
<b>Total Greenbelt Land Available</b>	<b>44ha</b>
<b>Greenbelt Residential Zone supply / shortfall</b>	<b>44ha</b>

### 10.3.2 Key Growth Issues

- Low current demand for residential, commercial and industrial development
- Water is reticulated and is being upgraded. Further growth may require additional infrastructure
- Wastewater is currently being consented for an upgrad to the treatment plant
- Areas around the Manawatū River Loop at Foxton are subject to flooding and low lying areas around the urban area are subject to ponding
- Future development has potential to strengthen heritage and design quality of the streetscape in the main commercial area
- Manawatū River provides landscape and recreational opportunities

### 10.3.3 Growth Area for Foxton

The blue area in Figure 8 presents an option for additional land required to accommodate the shortfall of Residential land. This area has been identified based on its development feasibility – primarily proximity to existing infrastructure or ability to connect to existing infrastructure. This growth area also has good access to Manawatū College and the commercial centre of Foxton, as well as to Foxton Beach.

The option for accommodating the shortfall in land required to meet potential demand for Residential Zone land is to rezone 20.4 ha of Rural Zoned land to Residential Zone. This also provides enough capacity in the event that demand for housing becomes higher in Foxton over time. Due to the size of this growth area in comparison to the identified shortfall it may be appropriate to rezone only part of the growth area initially.



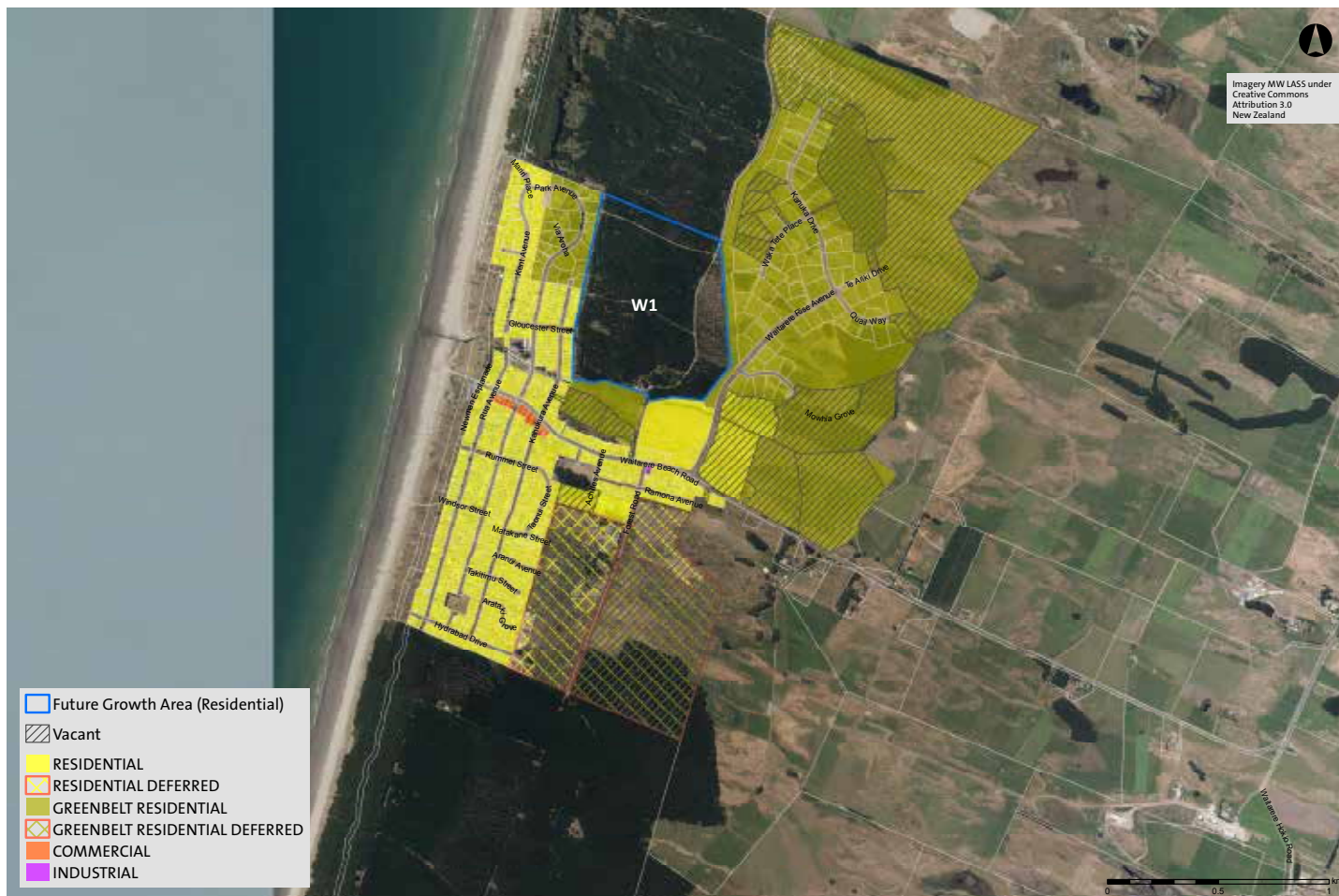


Figure 9: Waitāre Beach Potential Growth Option

## 10.4 Waitāre Beach

Waitāre Beach is a small coastal community located south of Foxton Beach and north of Hōkio Beach. It is in close proximity to Levin, with farmland separating the two towns.

Waitāre Beach has developed incrementally overtime in a manner that is typical for older coastal settlements, where bach or holiday homes are the predominant residences. Recently more substantial homes have been constructed on new subdivisions or on redeveloped existing lots.

### 10.4.1 Growth scenario and land capacity

The growth scenario for Waitāre Beach projects an additional 165 houses to be accommodated within the Residential Zone and 157 houses to be accommodated within the Greenbelt Residential Zone.

The results of the capacity calculation indicate that there is adequate supply of zoned land for both Residential and Greenbelt zones.

### Waitāre Beach Residential Capacity

<b>Total share of houses</b>	<b>322</b>
Residential Zone	165
Greenbelt Zone	157
<b>Residential Zone Land Required</b>	<b>17.1ha</b>
<b>Total Residential Land Currently Available</b>	<b>34.6ha</b>
<b>Residential Zone supply / shortfall</b>	<b>17.5ha</b>
<b>Greenbelt Zone Land Required</b>	<b>102ha</b>
<b>Total Greenbelt Land Available</b>	<b>157.9ha</b>
<b>Greenbelt Residential Zone supply / shortfall</b>	<b>55.9ha</b>



### 10.4.2 Key Growth Issues

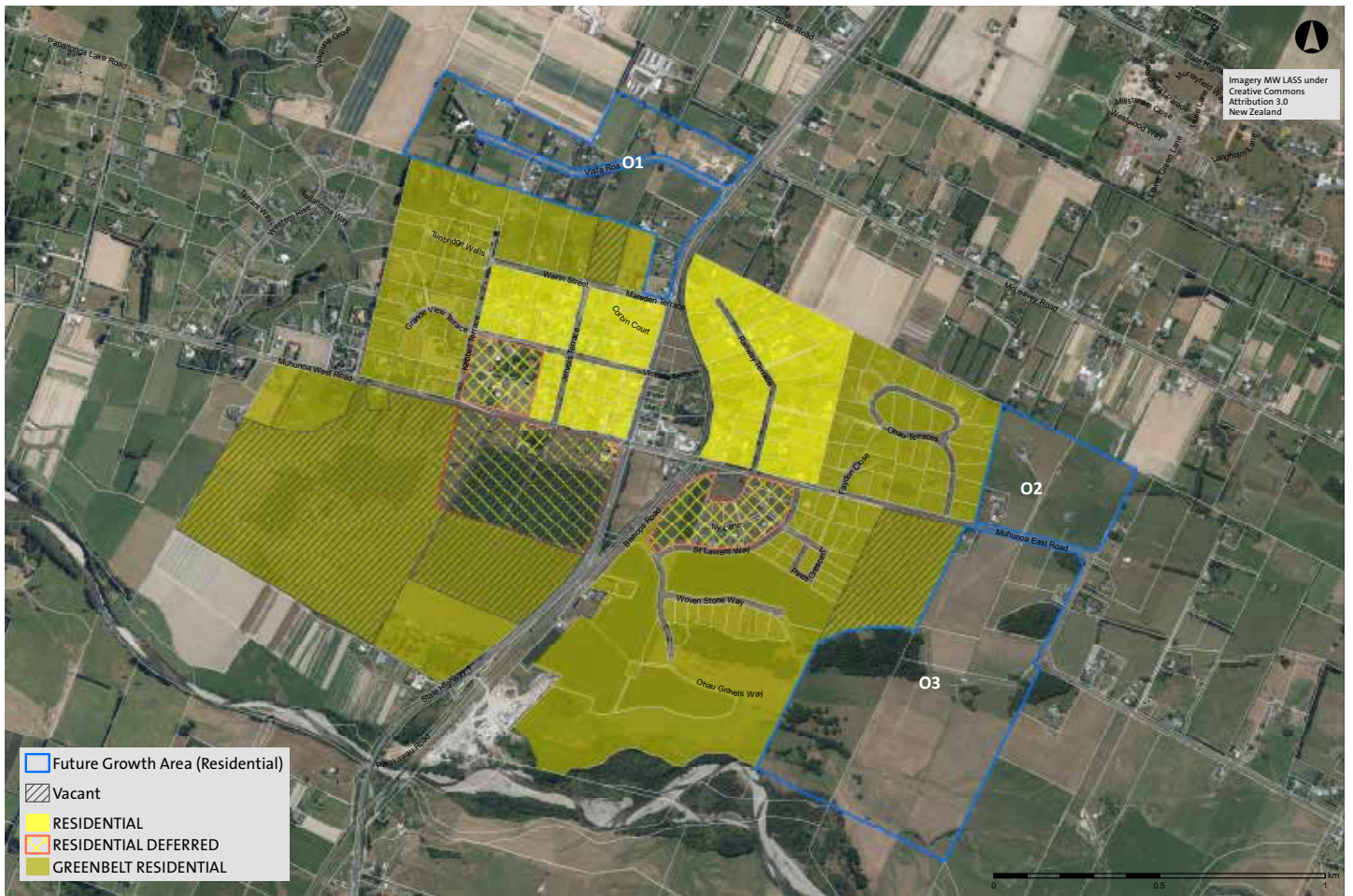
- Increasing demand for residential development – potentially one of the main areas for growth
- No defined town centre
- Limited vacant commercial land
- Reticulated wastewater has capacity to serve current level of development, further growth would require additional investment
- No current water supply – therefore it must be provided onsite
- Areas are subject to natural hazards (ponding, tsunami, wind erosion)

### 10.4.3 Growth Area for Waitāreere Beach

If there are pressures to respond to changes in demand which exceed the projected number of houses for Waitāreere Beach, an option for additional land is shown by the blue area in Figure 9.

This growth area is 54.1ha and could potentially be rezoned from Rural Zone into Residential or Greenbelt Residential Zones, or a mixture of both zones.

However, it is noted that this land is currently part of a Crown forest with a forestry licence and the land itself is retained by the Crown for transfer to iwi under Treaty of Waitangi settlements. Therefore, this land may become available in the future for development during the timeframe of this Growth Strategy (2040).



**Figure 10: Ōhau Potential Growth Option**

## 10.5 Ōhau

Located directly south of Levin, Ōhau has a traditional village form with a collective of school, church and reserve at the main road intersection.

The residential pattern is relatively low density and although smaller lots are in the middle of the settlement, the periphery extends into larger lot sizes.

### 10.5.1 Growth scenario and land capacity

The growth scenario assumes that Ōhau will accommodate 141 houses within the Residential Zone and 157 houses within the Greenbelt Residential Zone.

Ōhau capacity calculation results indicate that under this scenario there will be a shortfall in both Residential Zone land and in Greenbelt Residential land.

### Ōhau Residential Capacity

<b>Total share of houses</b>	<b>298</b>
Residential Zone	141
Greenbelt Zone	157
<b>Residential Zone Land Required</b>	<b>36.7ha</b>
<b>Total Residential Land Currently Available</b>	<b>12.4ha</b>
<b>Residential Zone supply / shortfall</b>	<b>-24.3ha</b>
<b>Greenbelt Zone Land Required</b>	<b>102ha</b>
<b>Total Greenbelt Land Available</b>	<b>62.2ha</b>
<b>Greenbelt Residential Zone supply / shortfall</b>	<b>-39.8ha</b>

### 10.5.2 Key Growth Issues

- Capacity within existing areas of residential development at lower densities
- Limited current demand for business/industrial land
- No reticulated wastewater system. Significant further development may require a community treatment facility in Ōhau or connection to Levin wastewater system (feasibility study to be undertaken in 2019)
- Restricted water supply (restricted flow) from Levin
- Localised topographical constraints limit some areas for growth
- Constrained access to current SH1 from local roads
- Preservation of traditional village form of town centre essential
- More recent development pattern has been quite sprawled

### 10.5.3 Growth Area options for Ōhau

The blue areas in Figure 10 show options for additional land required to accommodate the shortfall of Residential and Greenbelt zoned land. The identified areas consider an opportunity to connect the settlement across SH1 if it becomes a local road due to NZTA rerouting SH1.

Council will undertake a feasibility study on the provision of reticulated services (e.g. wastewater) to Ōhau. Land will not be proposed to be rezoned to Residential unless reticulated wastewater is to be provided.

Due to the location of Ōhau it is considered important to ensure there is sufficient land available to meet growth demand in the near future. To achieve this all, or some of, the growth areas could be rezoned Greenbelt Residential.

It is possible (although not ideal) to upzone land to Residential in the future if reticulated wastewater is provided for Ōhau. However, the growth areas are located on the edge of Ōhau adjoining Greenbelt Residential land and therefore rezoning these areas Greenbelt Residential would be consistent with the spatial strategy outlined in this Growth Strategy.

Table 16: Growth Option Land Area (ha)

Option	O1	O2	O3
Land Area (ha)	31.3	13.1	50.2





**Figure 11: Waikawa Beach Potential Growth Options**

## 10.6 Waikawa Beach

**Waikawa Beach is a small coastal settlement which has developed incrementally in a manner which is typical for older coastal settlements where bach or holiday homes are the predominant residences.**

Recent development of a lower rural-residential density has occurred to the south of the settlement. The urban area has extended along the eastern side of the Waikawa Stream.

### 10.6.1 Growth scenario and land capacity

*The growth scenario projects that Waikawa Beach will need to accommodate an additional 24 houses within the Residential Zone and 39 houses within the Greenbelt Residential Zone.*

Capacity calculation results for Waikawa Beach indicate that there will be a shortfall of residentially zoned land for both the Residential Zone and Greenbelt Residential Zone.

### Waikawa Beach Residential Capacity

<b>Total share of houses</b>	<b>63</b>
Residential Zone	24
Greenbelt Zone	39
<b>Residential Zone Land Required</b>	2.4ha
<b>Total Residential Land Currently Available</b>	2.1ha
<b>Residential Zone supply / shortfall</b>	-0.3ha
<b>Greenbelt Zone Land Required</b>	25.5ha
<b>Total Greenbelt Land Available</b>	21.4ha
<b>Greenbelt Residential Zone supply / shortfall</b>	-4.1ha

### 10.6.2 Key Growth Issues:

- Limited available vacant residentially zoned land
- Increasing demand for residential development
- No defined central point for local purposes
- No reticulated infrastructure
- Some areas surrounding the urban area are subject to natural hazard risks (e.g. ponding, flooding, tsunamis, and wind erosion)

### 10.6.3 Growth Area options for Waikawa Beach

Figure 11 shows two options which would provide sufficient land to accommodate the projected demand in both Residential and Greenbelt Residential land, as well as providing additional capacity in the event that demand was higher than projected.

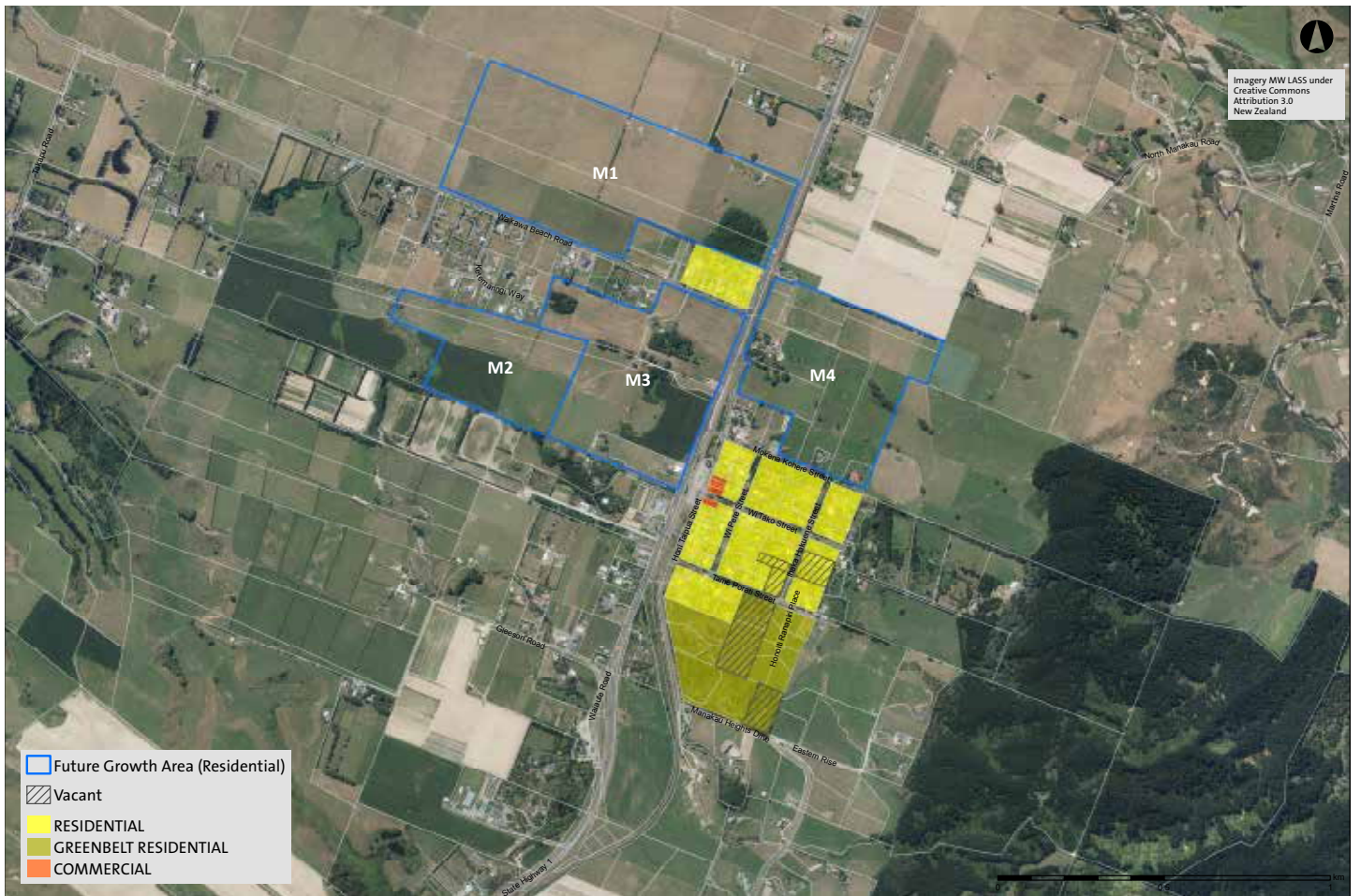
Given that Waikawa Beach does not currently have reticulated services and taking into account the strong opposition from the community to the provision of these services in the future as part of the consultation process on the Long Term Plan 2018-2038; rezoning land Residential is not an option at this stage. Any land to be rezoned from Rural to provide for residential development would be proposed to be rezoned Greenbelt Residential to ensure that there is sufficient area for onsite wastewater disposal.

Given that the shortfall of land is identified as 4.1ha, Council may choose to rezone either WB1 or WB2, or could decide to partially rezone either of these growth areas. Further analysis would need to be undertaken to understand the potential for natural hazard risks in regards to these growth areas and special provisions may need to be included in a plan change to ensure that adverse effects of potential natural hazards are either avoided or mitigated.

**Table 17: Growth Option Land Area (ha)**

Option	WB1	WB2
Land Area (ha)	20.2	69.7





**Figure 12: Manakau Potential Growth Option**

## 10.7 Manakau

**Manakau is a clearly defined village set within a rural landscape. The village is centred around the church, school, memorial reserve and a pub and has clear connections back to SH1.**

The built environment is largely contained to one side of SH1 although there is some development on the opposite side. The railway also plays an important part in the village centre arrangement reflecting the basis for its establishment. This is an ‘intact’ village on the eastern side of SH1, undisrupted by busy roads cutting through its centre. The village is largely low-density residential.

### 10.7.1 Growth scenario and land capacity

*The growth scenario projects that Manakau will need to accommodate an additional 24 houses within the Residential Zone and 71 houses within the Greenbelt Residential Zone.*

Capacity calculation results for Manakau shown in the table below indicate that there will be a large shortfall of residentially zoned land for both the Residential Zone and Greenbelt Residential Zone.

### Manakau Residential Capacity

<b>Total share of houses</b>	<b>94</b>
Residential Zone	24
Greenbelt Zone	71
<b>Residential Zone Land Required</b>	<b>6.1ha</b>
<b>Total Residential Land Currently Available</b>	<b>1.5ha</b>
<b>Residential Zone supply / shortfall</b>	<b>-4.6ha</b>
<b>Greenbelt Zone Land Required</b>	<b>45.9ha</b>
<b>Total Greenbelt Land Available</b>	<b>3.5ha</b>
<b>Greenbelt Residential Zone supply / shortfall</b>	<b>-42.4ha</b>



## 10.7.2 Key Growth Issues:

- Limited vacant residential zoned land
- Anticipated future demand for residential development
- Limited provision of commercial land
- Current low demand for commercial land, although likely to increase with projected growth
- Variable rate of rural-residential growth
- No reticulated infrastructure
- Strong community interest in maintaining the existing village character
- The village is located on and largely surrounded by class one and two soils

## 10.7.3 Growth Area options for Manakau

Figure 12 shows options in blue that would provide sufficient land to accommodate the projected Residential and Greenbelt Residential growth.

A feasibility study to consider the provision of reticulated services for Manakau may be undertaken in the future. However, any land proposed to be rezoned while the settlement does not have reticulated services would need to be Greenbelt Residential.

The identified growth areas consider an opportunity to connect the settlement across SH1 if it becomes a local road due to NZTA rerouting SH1. Of the growth areas identified on the western side of SH1, it is considered that M1 would likely be proposed to be rezoned first. This is the largest growth area, and therefore, it would be capable of meeting much of the projected growth for the Greenbelt Residential Zone in Manakau. This land also adjoins an existing residentially zoned area as well as the Manakau Domain.

The M4 growth area has been identified to the north of the existing village, and is the only growth area to the east of SH1. Feedback from landowners about the inclusion of M4 in the Growth Strategy

and the potential rezoning of this land in the future has been varied. With the majority landowner (as well as several community members) expressing their strong opposition to this land being identified for future Greenbelt Residential (or Residential) development.

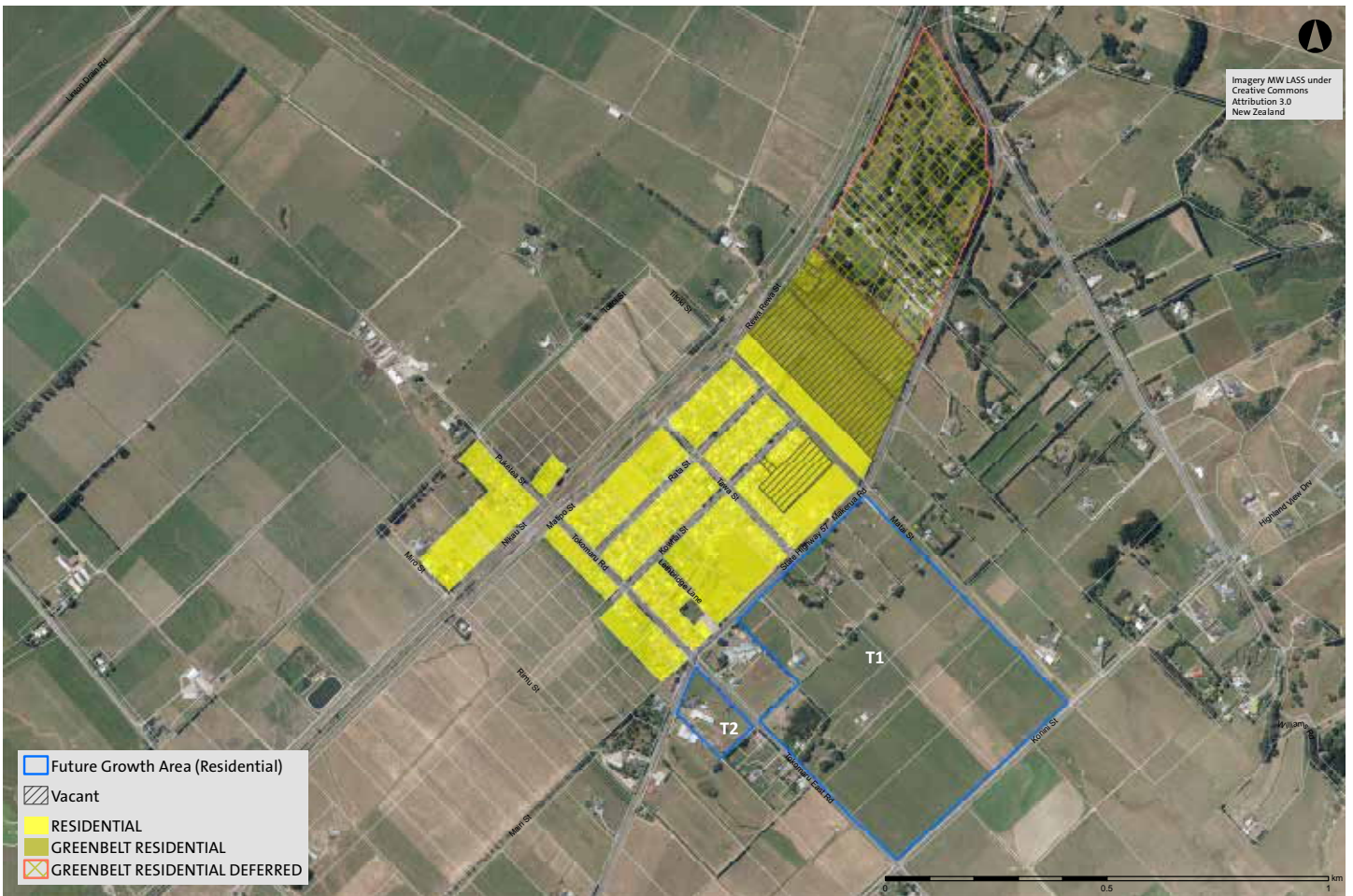
While Council acknowledges these views, Manakau is considered to be an area likely to experience considerable growth in the future due to its location as the southernmost settlement in the District. There is also the possibility that some community members may be displaced depending on which alignment the NZTA decides on for the Ōtaki to north of Levin Project and providing opportunity for these people to stay local is important.

Growth areas M2, M3 and M4 have been identified as additional options for growth. These will not be proposed to be rezoned by Council in the immediate future but one or more of these options may be considered for rezoning in the future if required. If any of these areas were proposed to be rezoned then further evaluation would need to be undertaken to confirm their suitability for residential type development as only a high level assessment has been undertaken to date. Public consultation would also be need to be undertaken.

Table 18 outlines the land area of each of the growth areas.

**Table 18: Growth Option Land Area (ha)**

Option	M1	M2	M3	M4
Land Area (ha)	36	13.4	24.2	22.2



**Figure 13: Tokomaru Potential Growth Option**

## 10.8 Tokomaru

**Tokomaru is a small village with a school, community facilities and local shop at the main road intersection.**

The residential pattern is relatively low density with a number of areas of undeveloped residential land within the urban area. The railway line provides an edge on the western side, and the state highway currently provides an edge to the east. Although the school and some rural-residential type development is located on the eastern side of the state highway.

### 10.8.1 Growth scenario and land capacity

*The growth scenario projects that Tokomaru will need to accommodate an additional 47 houses within the Residential Zone and 47 houses within the Greenbelt Residential Zone.*

Capacity calculation results for Tokomaru shown in the table below indicate that there will be a shortfall of residentially zoned land for both the Residential Zone and Greenbelt Residential Zone.

### Tokomaru Residential Capacity

<b>Total share of houses</b>	<b>94</b>
Residential Zone	47
Greenbelt Zone	47
<b>Residential Zone Land Required</b>	4.9ha
<b>Total Residential Land Currently Available</b>	1.4ha
<b>Residential Zone supply / shortfall</b>	-3.5ha
<b>Greenbelt Zone Land Required</b>	30.6ha
<b>Total Greenbelt Land Available</b>	8.4ha
<b>Greenbelt Residential Zone supply / shortfall</b>	-22.2ha

### 10.8.2 Key Growth Issues:

- Limited current demand for residential land
- Low rate of rural-residential growth
- Current infrastructure constraints, with limited water storage provision and the wastewater treatment works at capacity. Further investment would be required to provide for further development.

### 10.8.3 Growth Area options for Tokomaru

Figure 13 shows options in blue that would provide sufficient land to accommodate the projected Residential and Greenbelt Residential growth.

Table 19 shows that T1 would be sufficient for accommodating projected demand and could be proposed to be rezoned a mixture of Residential and Greenbelt Residential. T2 could provide additional capacity. Although Council may initially want to consider releasing T2 first to provide opportunity for some residential development, while the development potential of T1 is further assessed including whether a Structure Plan is required for this growth area (given the large area it covers and the fact it has multiple owners).

**Table 19: Growth Option Land Area (ha)**

Option	T1	T2
Land Area (ha)	31.5	1.7



## 10.9 Shannon

Shannon is a small rural settlement located to the north-east of Levin along SH57.

The town was developed based on its strategic location along the North Island Main Trunk Railway and servicing the needs of the local industries.

### 10.9.1 Growth scenario and land capacity

*The growth scenario projects that Shannon will need to accommodate 24 houses within the Residential Zone and no additional houses within the Greenbelt Residential Zone.*

Capacity calculation results for Shannon shown in the table below indicate that there will be sufficient residential land capacity for both the Residential Zone and Greenbelt Residential Zone.

#### Shannon Residential Capacity

<b>Total share of houses</b>	<b>24</b>
Residential Zone	24
Greenbelt Zone	0
<b>Residential Zone Land Required</b>	1.8ha
<b>Total Residential Land Currently Available</b>	4.7ha
<b>Residential Zone supply / shortfall</b>	2.9ha
<b>Greenbelt Zone Land Required</b>	0ha
<b>Total Greenbelt Land Available</b>	14.4ha
<b>Greenbelt Residential Zone supply / shortfall</b>	14.4ha

Figure 18 in Appendix 2 shows the current vacant residential land in Shannon.

## 10.10 Hōkio Beach

Hōkio Beach is a small coastal settlement located in close proximity to Levin.

It has developed incrementally in a manner which is typical for older coastal settlements where bach or holiday homes are the predominant residences. The urban area has extended along the southern side of Hōkio Stream.

### 10.10.1 Growth scenario and land capacity

*The growth scenario projects that Hōkio Beach will need to accommodate an additional 24 houses within the Residential Zone and no additional houses within the Greenbelt Residential Zone.*

Capacity calculation results for Hōkio Beach shown in the table below indicate that there will be sufficient residential land capacity for both the Residential Zone and Greenbelt Residential Zone.

#### Hōkio Beach Residential Capacity

<b>Total share of houses</b>	<b>24</b>
Residential Zone	24
Greenbelt Zone	0
<b>Residential Zone Land Required</b>	2.4ha
<b>Total Residential Land Currently Available</b>	17.1ha
<b>Residential Zone supply / shortfall</b>	14.7ha
<b>Greenbelt Zone Land Required</b>	0ha
<b>Total Greenbelt Land Available</b>	11.8ha
<b>Greenbelt Residential Zone supply / shortfall</b>	11.8ha

Figure 20 in Appendix 2 shows the current vacant residential land in Hōkio Beach.

# 11. Actions

## 11.1 Market Response

**To both encourage a well-planned and efficient use of the resources of the District in providing for growth, as well as to enable the development industry to assist the District and its communities to benefit from the opportunities growth brings, Council should signal its development area intentions as clearly and expediently as practicable.**

This outcome will require a strategic approach in the prioritisation of its intended growth areas. Of these growth areas Council will also need to identify timing of provision of services or opportunities for the private development of infrastructure if this is considered appropriate.

The ability to service land within the Council's financial capacity is an important consideration. An approach which looks to consolidate growth to a specific direction will likely be a more effective way to achieve efficiency in service provision than opening up multiple development 'fronts'. There is some potential to consider smaller settlements having improved services if the growth capacity planned there is sufficient to generate a better economy of scale that makes upgrading viable. Provision of reticulated services to these smaller settlements was one of the key challenges that Council consulted with the community on as part of the development of the Long Term Plan 2018-2038. Council will be undertaking a feasibility study for the provision of reticulated services at Ōhau in 2019.

As has been identified in the process of preparing this Growth Strategy it is important there is an interest in freeing up land for urban development from currently 'greenfield' land owners. The process of prioritising areas for development should consider the interest of owners prior to decisions regarding rezoning.

Uncertainties such as NZTA's route and interchange options for SH1 through Horowhenua will influence the market response. Working through the route options with consideration as to areas for future growth that have been signalled within this Growth Strategy will be important.

## 11.2 Actions

**The options for growth at each of the settlements based on the assumed preferred growth scenarios provide a basis for further consideration by Council and community stakeholders.**

Other actions for consideration are noted below:

### 11.2.1 Monitoring Location and Rate of Development

Develop a monitoring system that utilises a combination of spatial and statistical analysis methods to monitor the locations that new developments occur and the rate of residential vacant land take up. This monitoring can be reviewed over time (for example, biannually) to review whether population projections and actual development are aligned, and whether the assumptions within this Growth Strategy are still relevant. This monitoring will also assist in ensuring that land is released as required and infrastructure priorities are reviewed and confirmed.

### 11.2.2 Servicing Affordability

Investigate the financial and Level of Service options for water and wastewater services provision for the identified growth areas. This should consider future funding mechanisms for infrastructure, the prioritisation of services to defined growth areas, and the examination of stand-alone systems that provide additional resilience in service provision than relying on one plant. The Council's comfort with privately provided infrastructure plants should also be considered and a policy formed.

### 11.2.3 Stormwater

Investigate the stormwater network provisions as they relate to growth areas and existing urban areas to plan a network based on low impact stormwater design principles with the aim of reducing stormwater infrastructure costs by planning for land use and stormwater corridors and improving the quality of runoff to waterbodies.

### 11.2.4 Landowners Liaison

In conjunction with the consideration of growth areas – specifically at Levin, Manakau and Ōhau – establish a database of landowners and their intentions for enabling zoned areas for urban development to be made available. The liaison should also include gaining an understanding as to barriers to development and the most appropriate methods to enable release of land for development.

### 11.2.5 Settlement Character

The Growth Strategy examines the options for accommodating growth to settlements where it is considered likely there will be demand. The character of some of these settlements will be more sensitive to change than others. Smaller settlements such as Ōhau or Manakau will require consideration as to the impact of any significant growth on the character of these places. This may influence the capacity for these places to accommodate growth whilst maintaining the character which attracts growth and current residents to live there.

### 11.2.6 Work with NZTA

The NZTA will be very influential in the way growth and land use changes are planned for in the District, particularly in the southernmost area. Council should work closely with NZTA to ensure that the locational options for the Ōtaki to north of Levin Project and associated interchanges provide the optimal opportunities for urban form which satisfies the Growth Strategy principles. This includes consideration as to:

- Community cohesion and maintaining connectivity within urban areas
- Accessibility and placement of new highway interchanges to enable the use of the new highway and maintain local roads for local trips
- The extent to which the Wellington Northern Corridor has induced additional growth to the District and the implications this has for Council to accommodate that growth



- Investment in public transport (such as rail) and other transport infrastructure that can address the induced increased population in the District and its access to employment centres to the south towards Wellington
- The effects of the decisions of NZTA on the position of the new highway relative to the Levin Town Centre and the implications for the town's form and function into the future
- The desired form and function of the current SH1 when it is revoked and is no longer a state highway with the new highway alignment up to past and around Levin.

### 11.3 Review of the Growth Strategy

Horowhenua District is currently experiencing a level of population growth that is higher than at any time in recent history. The assumptions made in this Growth Strategy about population growth and the level of housing required to meet demand have been based on the best information available at the time.

However, there is a possibility that growth will occur at a higher rate than projected and/or that it could occur at different levels in different locations across the District than expected (i.e. more growth than expected could occur in Levin and less in Ōhau or vice versa).

To ensure that the Growth Strategy is appropriately planning and providing for the anticipated growth it is considered prudent to plan for a review of this strategy to commence three years from its adoption (i.e. the review will commence in November 2021).

This review should test the relevance of the assumptions made in developing this Growth Strategy against the development that has occurred within the intervening years since the Growth Strategy was adopted and should also take into account any new information Council may have on growth. It will allow Council to include any updates associated with Plan Change 2 and the effect this is having on development.

The review may find that the Growth Strategy does not need to be updated and can continue to be used to inform how Council manages and plans for growth. However, if it is found that the Growth Strategy needs to be updated or amended then the three year review period will ensure Council can do this in advance of the Growth Strategy being used to inform the next full review of the District Plan.

# Appendix 1

## Implementation

There are a range of actions required to implement the Growth Strategy. Some of those actions can be more immediate and others will require further, more in-depth work before decisions can be made on how to proceed.

The implementation of the growth areas will largely be through the development of master plans and structure plans as well as via Council and/or private plan changes.

Below is a list of 'known' projects that will be used to implement the Growth Strategy in the short term.

Note: This is not an exhaustive list, as infrastructure upgrades are undertaken and Community Plans are developed other projects will be required to implement this Growth Strategy.

Project	Description	Timeframe (Approximate)
<b>'The Lakes' Foxton Beach Master Plan</b>	This is a Master Plan currently being developed for the Foxton Beach Growth Area. The Master Plan will be used to guide the future zoning and development of this area and aims to achieve good connectivity with the existing settlement, to appropriately address challenges with developing the area (e.g. stormwater) and to provide an attractive place for future residents to live with a high level of amenity. It will be incorporated into the District Plan via the Urban Growth Plan Change.	To be completed by March 2019
<b>Gladstone Green Master Plan</b>	This Master Plan is currently being developed and covers an area of land totaling 278ha to the east of Levin (LS6).  It will be used to guide the future zoning and development of this area. The Master Plan seeks to achieve an integrated development, which is well connected to Levin, has a diversity of housing types and is supported by high quality amenities such as parks and reserves and suburban scale shops and businesses. It will be incorporated into the District Plan via the Gladstone Green Plan Change.	To be completed by March 2019
<b>Waitārere Forest Road Master Plan</b>	This Master Plan to be developed covers approximately 68 hectares of land currently deferred zoned. The Master Plan seeks to achieve an integrated development that is well connected to the existing Waitārere community. The deferred zone will be uplifted via a plan change to the District Plan.	To be completed by June 2019

Project	Description	Timeframe (Approximate)
<b>Urban Growth Plan Change</b>	<p>This Plan Change will propose to rezone land within some of the growth areas identified in this Growth Strategy.</p> <p>The focus of this Plan Change will be for areas where growth is anticipated but there is a shortfall in available land (e.g. Foxton Beach, Ōhau, Waikawa Beach, Manakau and Tokomaru).</p>	Public notification – March 2019
<b>Gladstone Green Plan Change</b>	This Plan Change will incorporate the Gladstone Green Master Plan into the District Plan.	Public notification – March 2019
<b>Waitārere Forest Road Plan Change</b>	This Plan Change will uplift the deferred zoning of the Forest Road Master Plan area.	Public Notification – July 2019
<b>Assessment of rural subdivision and development standards</b>	<p>Investigation of how the rural subdivision and development provisions in the District Plan are currently functioning as well as further testing what implications the assumptions made in this Growth Strategy may have on the Rural Zone.</p> <p>Update of Growth Strategy and/or possible plan change may be required.</p>	Assessment – January to March 2019

The Growth Strategy will also be used to inform the review or development of the below plans and strategies:

- Community Plans
- Asset Management Plans
- Long Term Plans (including the Infrastructure and Financial Strategies)
- Reserve Management Plans
- Shared Pathways Strategy



# Appendix 2

## Existing Capacity

This section of the Growth Strategy considers the existing growth capacity in the settlements of the District to determine whether sufficient land is available to meet the projected demand for housing and businesses.

The growth capacity is the zoned and available land. 'Available land' is defined as residential land that is not built on or subdivided. Using GIS layers (parcel boundaries, and Residential Zone and Greenbelt Residential Zone and aerial photography) 'available land' was identified within Residential Zones and Greenbelt Residential Zones across the District. It is acknowledged that there are some limitations using this approach as it relies on a snapshot of information at a point in time rather than live data.

The Development Plan 2008 provided a written description of the features of the settlements and these descriptions are not repeated here. For each settlement in the District the following pages describe (in tables) the zoned land for urban development and the area of that zone that was vacant in July 2016. The map figures describe where these vacant residential areas are located. The maps do not show the vacant areas of industrial or commercial land.

### Levin/Taitoko

**The town has developed based on its location on the main north-south highway and North Island Main Trunk Line as a strategic service town.**

It is the main administrative, service, manufacturing, social and recreational centre for the District.







Figure 14a Current Zoned Land - Levin North

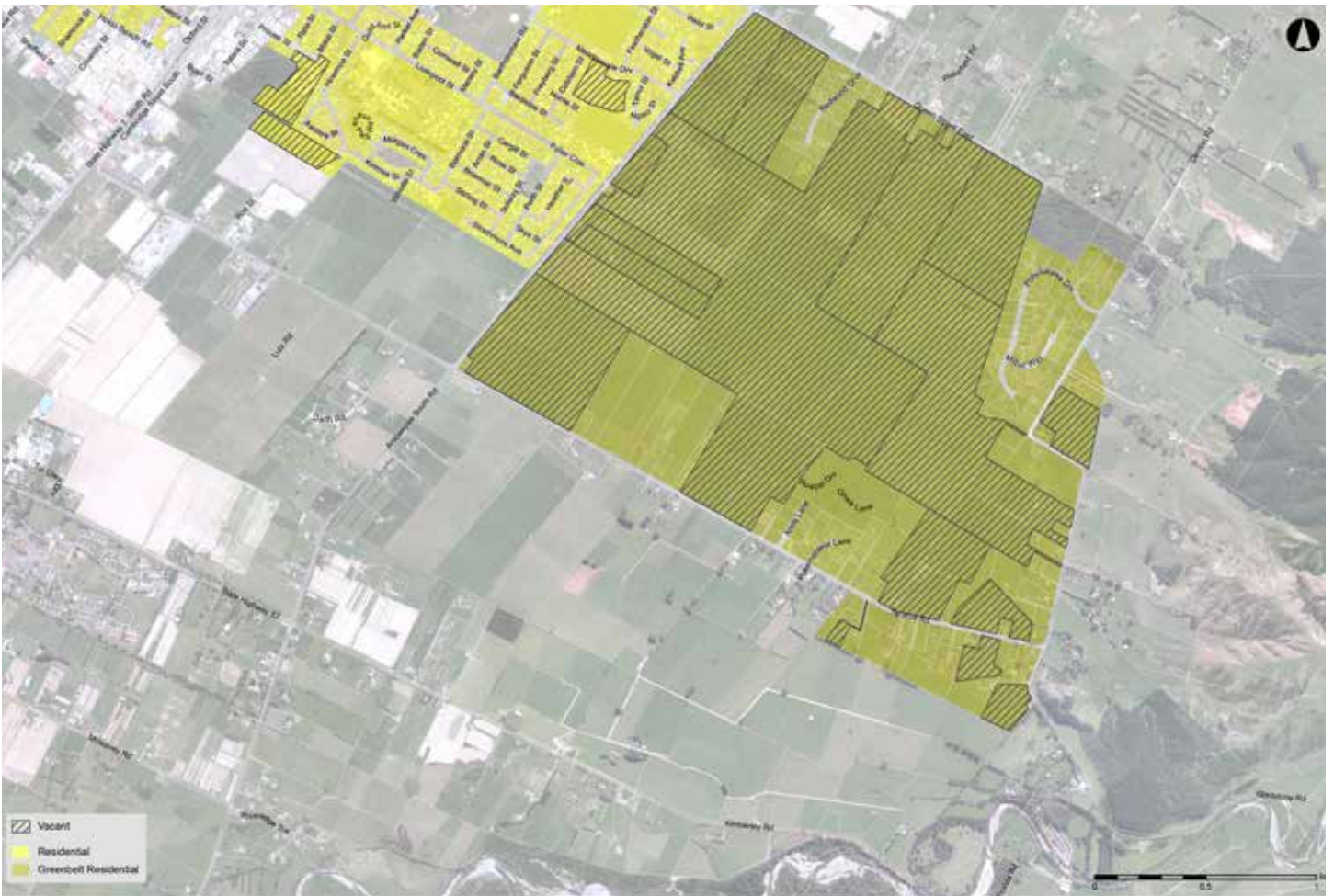


Figure 14b Current Zoned Land - Levin South

## Current Land Provisions

The current provision of zoned land is set out in Table 20 below and the zones for the town area are illustrated in Figures 14a and 14b.

**Table 20: Land use zone areas - Levin**

Zone	Town Total Land Area (ha)	Available Land Area* (ha)
<b>Industrial</b>	198	71
<b>Residential</b>	759	100
<b>Greenbelt Residential</b>	508	361
<b>Total</b>	<b>1,267</b>	<b>461</b>

*\*See section 3 - Sense Partners - Socio-economic Projections July 2017*

## Growth Issues

- Incremental demand for residential development and a range of 'fronts' for zoned land which makes servicing difficult to predict
- Town Centre Strategy underway which has objectives for a more contained form and increased diversity of retail, food and beverage offering which will require some replacement of existing building stock

- Larger areas of vacant industrial land have owners with a land banking approach. Based on Sense Partners projections there will be a need for some 80ha of industrial type land.
- Reticulated water and wastewater system constraints – infrastructure in some areas is not provided and upgrades to the network capacity will be needed
- Many areas are subject to natural hazards (ponding)
- Potential effects of new expressway corridor on spatial planning for growth areas – current and future
- Natural features such as Lake Horowhenua are susceptible to development impacts.
- Limited diversity of housing types and growing potential demand for alternatives to the standard detached house (aging population)
- Lack of quality housing in some recent infill housing





**Figure 15 Current Zoned Land - Foxton Beach**

## Foxton Beach

**Foxton Beach has a small coastal community consisting of a mixture of holiday homes and permanent residents.**

It is located in close proximity to Foxton, with farmland separating the two towns. In contrast to Foxton, it is known for its coastal ‘relaxed’ environment.

### Current Land Provision

The current provision of zoned land is set out in Table 21 below and the zones for the town area described in Figure 15.

**Table 21: Land use zone areas - Foxton Beach**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Residential	160	28
Greenbelt Residential	164	133
<b>Total</b>	<b>324</b>	<b>161</b>

### Growth issues

- There are areas where reticulated infrastructure is limited. Any significant scale growth may require additional investment
- For the reticulated water supply, it has been recognised that significant growth may require additional infrastructure
- Some areas in and surrounding the urban area are subject to natural hazards (flooding, ponding, storm surges, tsunamis, wind erosion). These hazards will need to be evaluated on a case by case basis to determine whether subdivision and development is appropriate, and measures to manage these risks
- Manawatū River Estuary provides biodiversity, landscape and recreational opportunities.



**Figure 16 Current Zoned Land - Foxton**

## Foxton/Te Awahou

**Foxton is the second largest urban area in the District, and is located in the north-west corner of the District.**

The town was historically significant based on its close proximity to the Manawatū River mouth and was a port. This historical link means Foxton has some of the oldest buildings in the District and it is a focus for investment in cultural amenity including Te Awahou Nieuwe Stroom and the main street.

### Current Land Provision

The current provision of zoned land is set out in Table 22 below and the zones for the town area described in Figure 16.

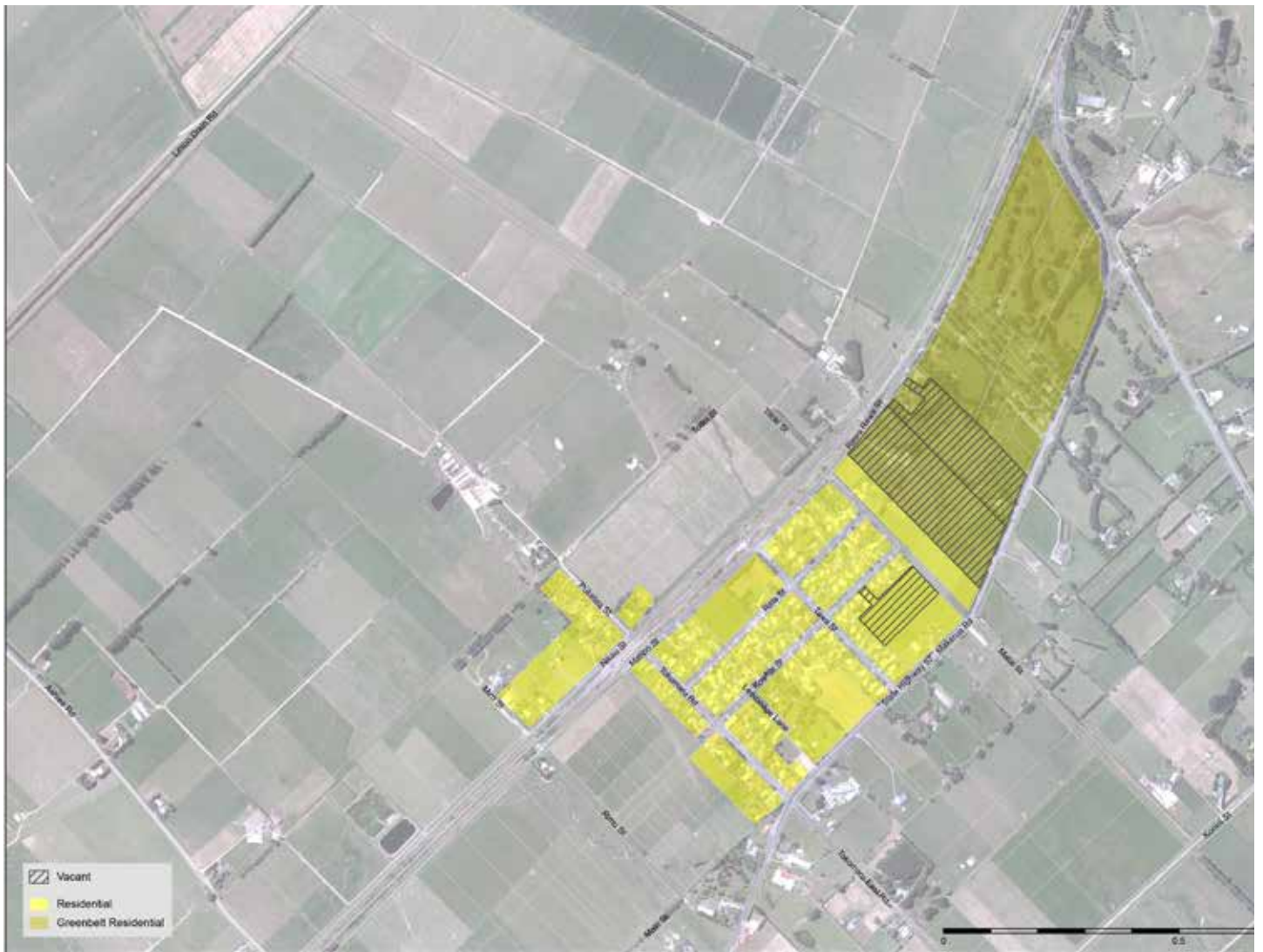
**Table 22: Land use zone areas - Foxton**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Residential	149	5
Greenbelt Residential	85	44
<b>Total</b>	<b>254</b>	<b>49</b>

### Growth issues

- Low current demand for residential, commercial and industrial development
- Water is reticulated and is being upgraded and further growth may require additional infrastructure
- Wastewater is currently being consented for an upgraded to the treatment plant
- Areas around the Manawatū River Loop at Foxton subject to flooding and low lying areas around urban area subject to ponding
- Future development has potential to strengthen heritage and design quality of streetscape
- Manawatū River provides landscape and recreational opportunities.





**Figure 17 Current Zoned Land - Tokomaru**

## Tokomaru

**Tokomaru is a small village with a school, community facilities and local shop at the main road intersection.**

The residential pattern is relatively low density with a number of areas of undeveloped residential land within the urban area. The railway line provides an edge on the western side, with limited residential development on the western side of the railway line.

### Current Land Provision

The current provision of zoned land is set out in Table 23 below and the zones for the town area described in Figure 17.

**Table 23: Land use zone areas - Tokomaru**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
<b>Residential</b>	26	1
<b>Greenbelt Residential</b>	24	8
<b>Total</b>	<b>50</b>	<b>10</b>

### Growth issues

- Limited current demand for residential land
- Low rate of rural-residential growth
- Current infrastructure constraints, with limited water storage provision and the wastewater treatment works at capacity. Further investment would be required to provide for further development.





**Figure 18 Current Zoned Land - Shannon**

## Shannon

**Shannon is one of the smaller settlements in the Horowhenua District, and is located in the north-east corner of the District**

The town was developed based on its strategic location along the North Island Main Trunk Railway and servicing the needs of the local industries.

### Current Land Provision

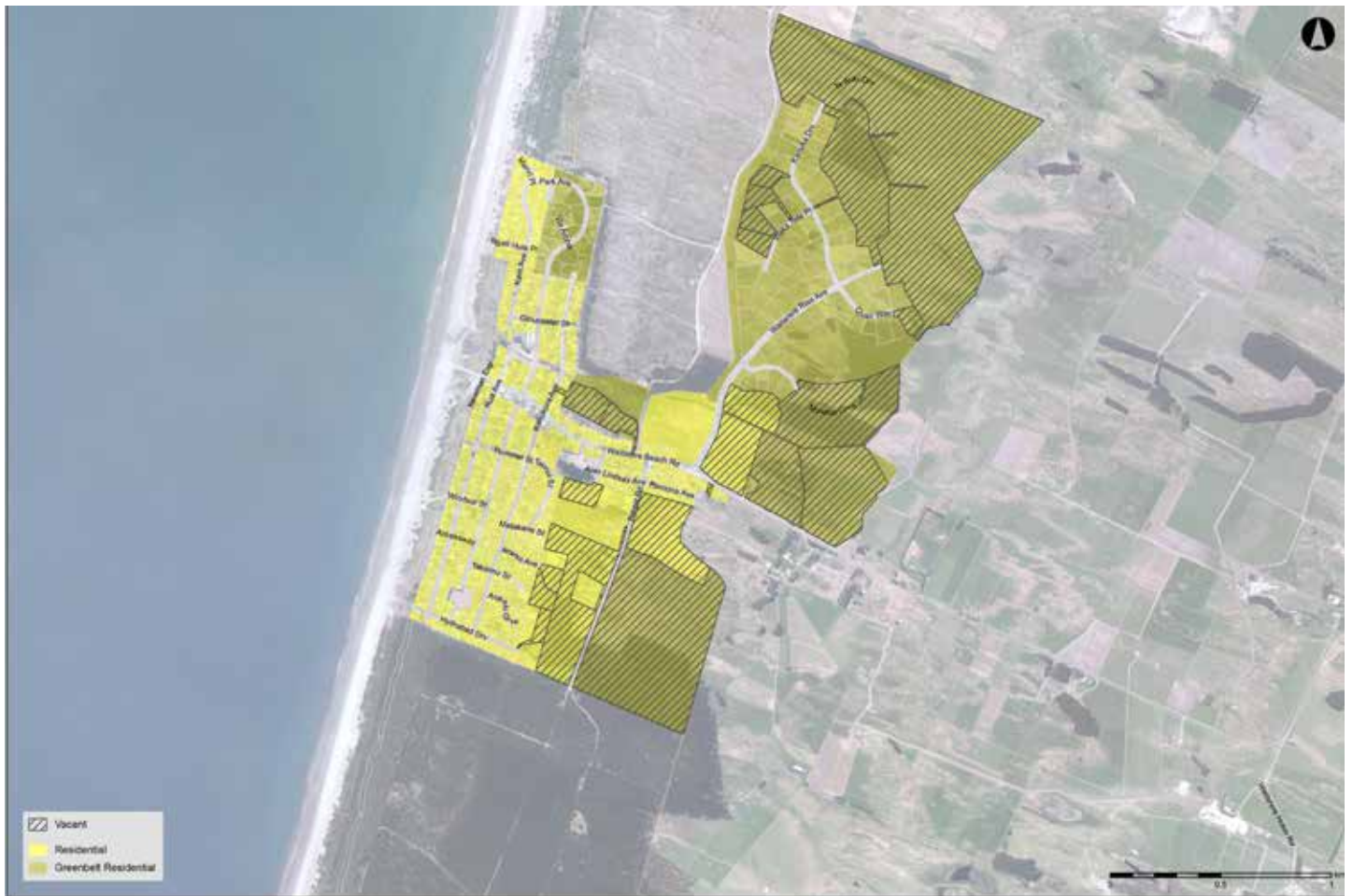
The current provision of zoned land is set out in Table 24 below and the zones for the town area described in Figure 18.

**Table 24: Land use zone areas - Shannon**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Residential	100	5
Greenbelt Residential	14	14
<b>Total</b>	<b>114</b>	<b>18</b>

### Growth issues

- Limited current demand for residential land
- Low rate of rural-residential growth
- Infrastructure constraints exist with the water supply system during summer peak demands. Further investment would be required to provide for further development
- Areas to the north and west subject to flooding.



**Figure 19 Current Zoned Land - Waitārerere Beach**

## Waitārerere Beach

**Waitārerere Beach is a small coastal community located in close proximity to Levin, with farmland separating the two towns.**

Waitārerere Beach has developed incrementally in a manner that is typical for older coastal settlements where bach or holiday homes are the predominant residences. Recently more substantial homes have been constructed on new subdivisions or on redeveloped existing lots.

### Current Land Provision

The current provision of zoned land is set out in Table 25 below and the zones for the town area described in Figure 19.

**Table 25: Land use zone areas - Waitārerere Beach**

Zone	Town Total Land Area (ha)	Available Land Area*(ha)
Residential	153	35
Greenbelt Residential	207	158
<b>Total</b>	<b>360</b>	<b>193</b>

### Growth issues

- Increasing demand for residential development – potentially one of the main areas for growth
- No defined town centre
- Limited vacant commercial land
- Reticulated wastewater has capacity to serve current level of development, further growth would require additional investment
- No current water supply
- Areas are subject to natural hazards (ponding, tsunami, wind erosion).





**Figure 20 Current Zoned Land - Hōkio Beach**

## Hōkio Beach

**Hōkio Beach is a small coastal settlement located in close proximity to Levin.**

It has developed incrementally in a manner which is typical for older coastal settlements where bach or holiday homes are the predominant residences. The urban area has extended along the southern side of Hōkio Stream.

### Current Land Provision

The current provision of zoned land is set out in Table 26 below and the zones for the town area described in Figure 20.

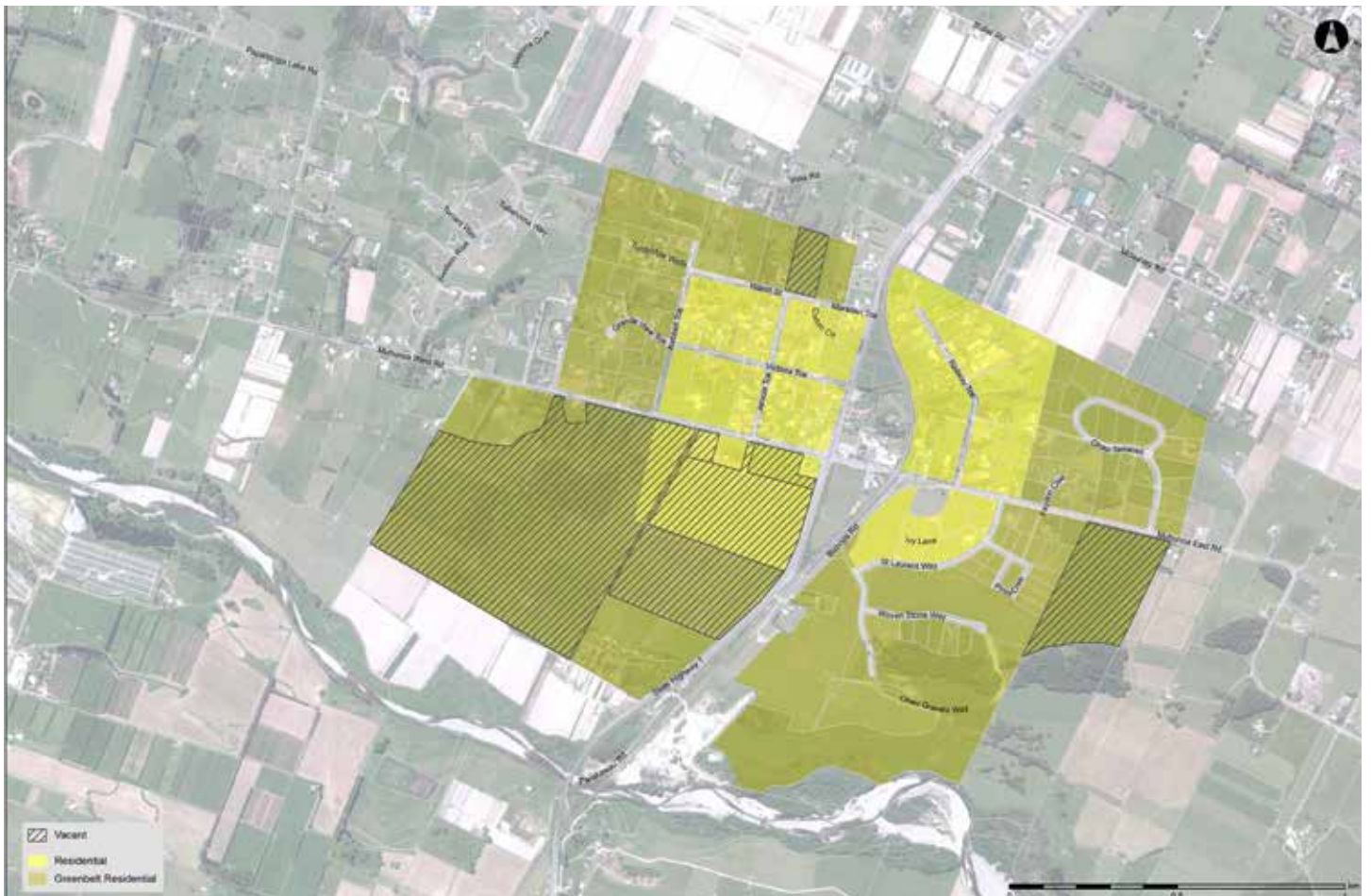
**Table 26: Land use zone areas - Hōkio Beach**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Residential	41	17
Greenbelt Residential	12	12
<b>Total</b>	<b>53</b>	<b>29</b>

### Growth issues

- Limited current demand for residential development
- No commercial land available
- There is existing Council water supply in Hōkio. This water supply will need further upgrades or new extensions to serve new growth areas
- No Council reticulated wastewater system
- Areas are subject to natural hazards (ponding, tsunami, wind erosion).





**Figure 21 Current Zoned Land – Ōhau**

## Ōhau

Located directly south of Levin, Ōhau has a traditional village form with a collective of school, church and reserve at the main road intersection.

The residential pattern is relatively low density and although smaller lots are in the middle of the settlement, the periphery extends into larger lot sizes.

### Current Land Provision

The current provision of zoned land is set out in Table 27 below and the zones for the town area described in Figure 21.

**Table 27: Land use zone areas - Ōhau**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Residential	72	12
Greenbelt Residential	161	62
<b>Total</b>	<b>233</b>	<b>74</b>

### Growth issues

- Capacity within existing areas of residential development at lower densities.
- Limited current demand for business/industrial land
- No reticulated wastewater system. Significant further development may require a community treatment facility in Ōhau or connection to Levin wastewater system.
- Restricted water supply (restricted flow) from Levin
- Localised topographical constraints limit some areas for growth
- Constrained access to current SH1 from local roads
- Preservation of traditional village form of town centre essential.



**Figure 22 Current Zoned Land - Waikawa beach**

## Waikawa Beach

Waikawa Beach is a small coastal settlement which has developed incrementally in a manner which is typical for older coastal settlements where bach or holiday homes are the predominant residences.

Recent development of a lower rural-residential density has occurred to the south of the settlement. The urban area has extended along the eastern side of the Waikawa Stream.

### Current Land Provision

The current provision of zoned land is set out in Table 28 below and the zones for the town area described in Figure 22.

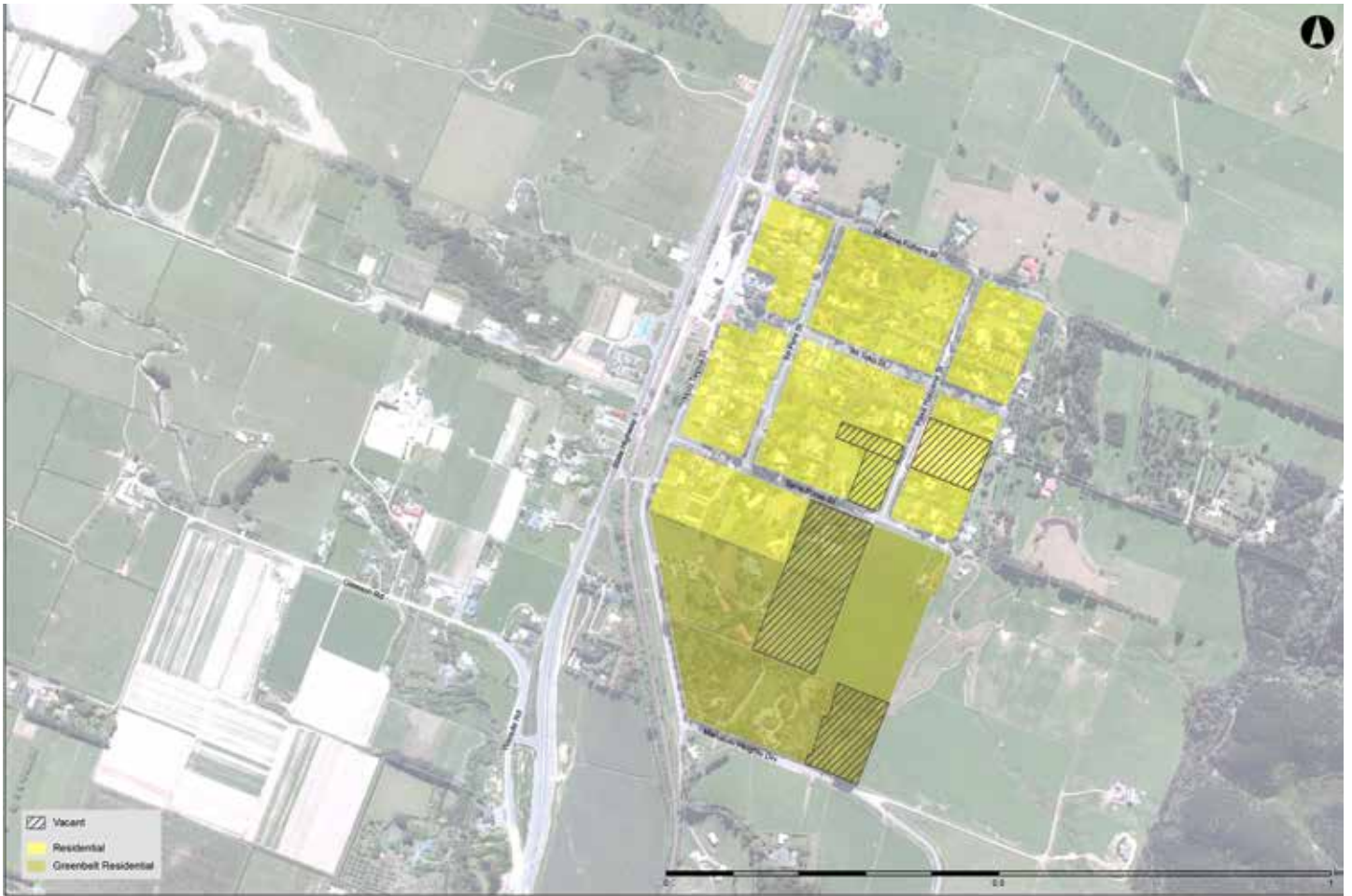
**Table 28: Land use zone areas - Waikawa Beach**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Residential	21	2
Greenbelt Residential	25	21
<b>Total</b>	<b>46</b>	<b>23</b>

### Growth issues

- Limited available vacant Residential Zone land
- Increasing demand for residential development
- No defined central point for local purposes
- No reticulated infrastructure
- Some areas surrounding the urban area are subject to natural hazard risks (ponding, flooding, tsunami, wind erosion).





**Figure 23 Current Zoned Land - Manakau**

## Manakau

**Manakau is a clearly defined village set within the rural landscape. The village is centred around the church, school, memorial reserve and pub and has clear connections back to SH1.**

The built environment is largely contained to one side of SH1 although there is some development opposite. The railway also plays an important part in the village centre arrangement reflecting the basis for its establishment. This is an ‘intact’ village on the east side, undisrupted by busy roads cutting through its centre. The village is largely low-density residential.

### Current Land Provision

The current provision of zoned land is set out in Table 29 below and the zones for the town area described in Figure 23.

**Table 29: Land use zone areas - Manakau**

Zone	Town Total Land Area (ha)	Available Land Area (ha)
<b>Residential</b>	17	2
<b>Greenbelt Residential</b>	14	3
<b>Total</b>	<b>31</b>	<b>5</b>

### Growth issues

- Limited vacant Residential Zone land
- Anticipated future demand for residential development
- Limited provision of commercial land
- Current low demand for commercial land, although likely to increase with projected growth
- Variable rate of rural-residential growth
- No reticulated infrastructure
- Strong community interest in maintaining the existing character





