HOROWHENUA GROWTH STRATEGY 2030

Prepared for Horowhenua District Council

WORKING DRAFT – VERSION 2 - February 2017

CONTENTS

EXECUTIVE SUMMARY

The Horowhenua District Council (the "Council") has prepared this Growth Strategy for the district in order to guide decisions about where and how to accommodate that growth.

Growth in the context of this Strategy means the projected increase of population, households and jobs to the year 2030. This Growth Strategy reflects the Council's desire to provide an integrated and proactive framework for managing growth in the future to ensure that it is both enabled as well as appropriately planned to manage adverse effects.

The preparation of the Growth Strategy has reflected on, and readopted as appropriate, the development management spatial strategies within the Horowhenua Development Plan that was adopted by Council in 2008. 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 an updated projection for the District's growth. The new projection has taken into account the effect on growth resulting from government investment in the Roads of National Significance (RONS) that will, by early in the decade of 2020 reduce travel times by road to Wellington to an hour or less.

In preparing the Development Plan in the period from 2006-2008, 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 management strategies and the attendant planning principles and no further public consultation has been undertaken. Where new areas are proposed to be rezoned in the Actions section of this Growth Strategy then consultation will be undertaken as appropriate with the interested/affected parties in advance of any required statutory processes.

In Council's endeavour to understand landowner aspirations for developing currently vacant but zoned urban, landowner engagement has occurred with as many of these owners as practicable. Similarly 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 there has been one engagement forum and more will follow as noted in the Actions section of this Strategy.

The Projected Growth

The basis for the projected growth Council has adopted (July 2016) for this Strategy is that provided by New Zealand Institute of Economic Research (NZIER). In summary, Council has adopted a mid-range of the growth scenarios developed by NZIER which equates to an additional 4,900 households, 3,000 additional job and 8,600 additional people by 2036. The Council adopted projected increase in population by some 28% - 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 as it converts to new homes and businesses to ensure the staging and investment in infrastructure servicing is efficient and affordable for the district, the impact on existing neighbourhoods is managed, that transport connectivity from new areas to services and amenities is good, and that choices are provided that reflect market demands and that 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. The strategy for growth will be to maintain the spatial containment of settlements with growth directed to areas where it can best utilise existing services and facilities.

Levin as the main centre 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.

The other settlements in the southern part of the District, including Manakau and Ohau, will need to be considered as to their potential to accommodate additional growth as this is likely to be the more favoured location relative 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 State Highway 1 ("SH1") improvements.

The beach communities will continue to attract growth but are more challenged to provide for urban scale and density of development due to the increased risks of 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. The beach communities in the southernmost area of the district should be considered to understand their potential to accommodate growth relative to the Growth Strategy planning principles. However, the expectation is that there is only limited potential in these

areas and it is more appropriate to consider projected growth being directed to the larger urban areas, such as, Levin, and potentially to areas on the main transport corridors, such as Manakau and Ohau if these can be planned to maintain character and provide services.

At this stage of the growth planning process there are some significant potential influences from NZTA SH1 route options planning. The Growth Strategy actions can see some investigations proceeded with by Council, but the spatial decisions required for determining growth directions should be undertaken in conjunction with NZTA's route options planning.

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[1] are:

- A healthy local economy and a District that is growing
- A sustainable environment
- A community of knowledge, culture and diversity where people are proud to live
- Safe, resilient and healthy communities
- Positive leadership and effective partnerships

These outcomes have been recognised in the Growth Management Principles (section 5) 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 Horowhenua Development Plan 2008 and the current zoning for residential, commercial, and industrial land uses in the Horowhenua District Plan. That review included a 'stock take' of the current availability of vacant urban zoned land and compared this with the projected growth for the District. This has enabled any shortfall (or oversupply) of urban zoned land to be identified and actions to be determined that maybe required to accommodate the range of land uses that could be expected to derive from the growth projections to 2036.

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

- 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;
- That Council has responsibilities to take action in respect of managing development; and
- That there is a community expectation that Council will take an integrated and proactive approach to managing development

[1] Horowhenua District Council (2015) Long Term Plan 2015-2025

The purpose of the Horowhenua 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 improved
- The economy is sustained and encouraged to thrive by the proactive enablement of growth

The Growth Strategy will 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 to 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 location 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 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 Councils responsibilities under these provisions. The Strategy will also inform Council's partnerships with other key agencies, organisations, and central government.

1.3 Relationship to Other Strategies and Plans

The diagram (Figure 1) below describes 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 Strategy also responds to the intent of Proposed National Policy Statement on Urban Development Capacity (2016).

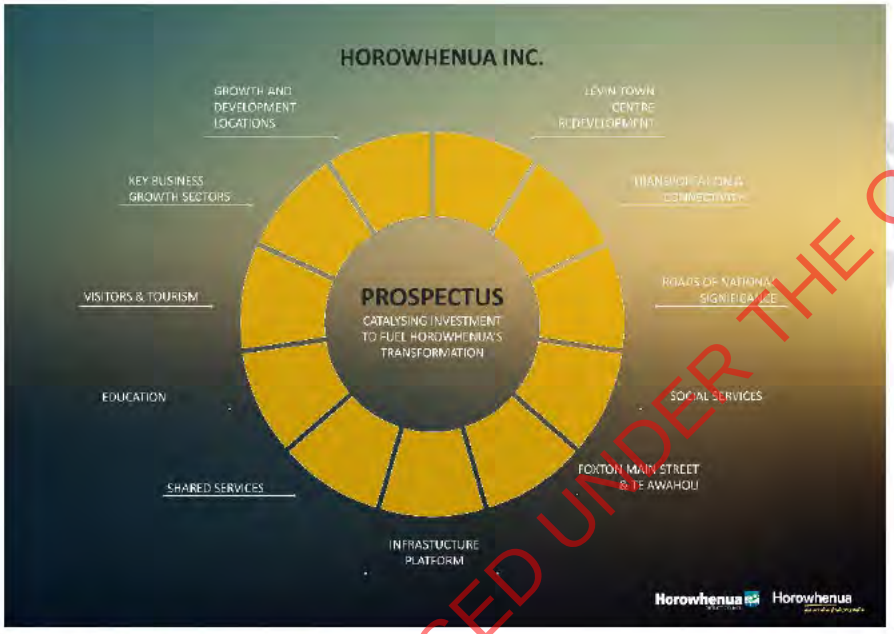


Figure 1: HDC Prospectus

The 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 below.

Figure 2: Growth Strategy Implementation

There are many other stakeholders in the District, such as, (but not limited to) the regional council (Horizons), iwi, landowners, developers, NZ Transport Agency, and network utility providers (Electra, Powerco, 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.

2 DEMOGRAPHICS + PROJECTIONS

2.1 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 New Zealand Institute of Economic Research (NZIER)[2].

There are challenges in predicting future growth given the difficulties in predicting migration (what makes people decide to come and go from a place). However, as the NZIER projections describe, the District can anticipate a significant inward migration as result of increased accessibility brought about by roading improvements south to Wellington.

[2] NZIER (November 2015) Investment in Transport Infrastructure: Effects on Economic and Demographic Outlook. NZIER Report to Horowhenua District Council

2.2 Current Population

Horowhenua's current population is 30,096 people (2013 Census usually resident population). This is set in the context of the Census population figures in Table 1, relative to population from 2001 to 2006. Over this time the population has been relatively static with an addition of 276 people – an average of 12 additional people per year during this period.

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 for the census usually resident population count.
Source: Statistics New Zealand

2.3 Households

Table 2 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 dwellings, or households, increased by 1101 over the period between 2001 and 2013.

Table 2 Households			
Occupancy status	2001	2006	2013
Occupied			
Private dwelling	11,484	11,988	12,561
Non-private dwelling	48	39	72
Total occupied dwellings	11,532	12,027	12,633
Unoccupied	1,863	2,181	2,415
Under construction	66	108	51
Total dwellings	13,461	14,319	15,099

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.

2.4 Age Distribution

In respect of the age distribution in the population, Table 3 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 3 Age Distribution 2013 Census			
Age group (years)	Male	Female	Total
Under 15	2,844	2,916	5,763
15–64	8,109	9,081	17,190
65 and over	3,354	3,792	7,146
Total people	14,307	15,792	30,099

Note: All figures are for the census usually resident population count.
Source: Statistics New Zealand

2.5 Household Composition

Table 4 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 4 Household composition 2001–2013 Censuses			
Household composition	2001	2006	2013
One-family household	7,605	7,791	7,758
Two-family household	162	195	207
Three or more family household	9	6	12
Other multi-person household	333	327	345
One-person household	3,141	3,441	3,852
Total households stated	11,250	11,757	12,171
Household composition unidentifiable	144	135	321
Total households	11,391	11,895	12,492

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

2.6 Residential Growth

For the purposes of this Growth Strategy the projected growth range produced by NZIER for Council has been adopted. Council has assumed the mid-range of the growth projections from NZIER which is described in Table 5 below.

Table 5: NZIER Population and Household Projections

Year	Population Base	With WNC	Households Base	With WNC
2005	31,057	31,057	11,792	11,792
2015	31,965	32,373	12,543	12,679
2030	35,527	38,576	15,167	16,373
2050	39,258	44,337	17,818	20,092

Source: NZIER

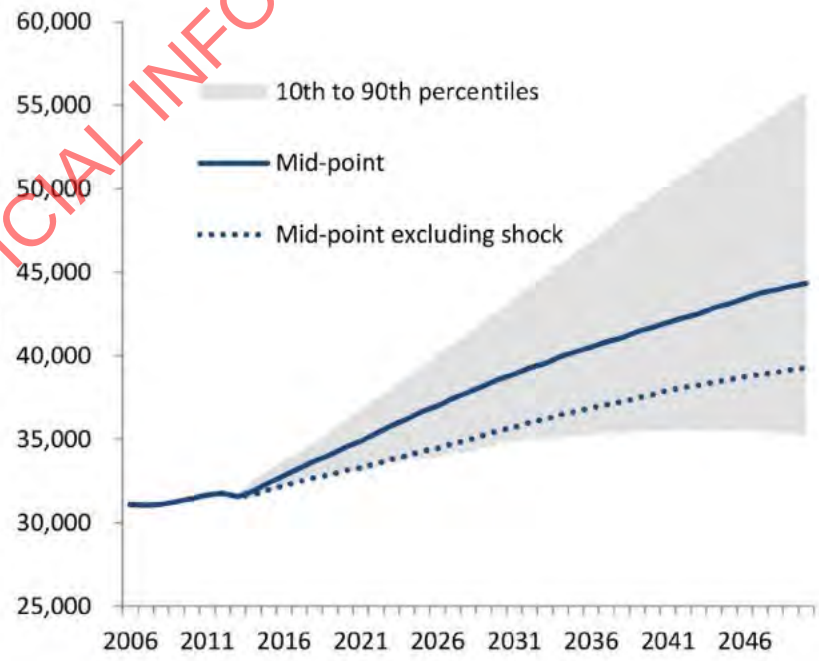
Table 6 describes the rate of change in population and household numbers.

Table 6: NZIER Population and Household Projections (Annual Growth)

Annual Growth	Population Base	With WNC	Households Base	With WNC
2005-2015	0.3%	0.4%	0.6%	0.7%
2015-2030	0.7%	1.2%	1.3%	1.7%
2030-2050	0.5%	0.7%	0.8%	1.0%
2015-2050	0.6%	0.9%	1.0%	1.3%

Source: NZIER

The reference to WNC is the Wellington Northern Corridor which is the name assumed for the Roads of National Significance (RONS) that are under construction north of Wellington and due to be operational (Transmission Gully and the Kapiti Expressway) by 2020. The mid-range of the projected population adopted by Council is represented in Graph 1 (the 'shock' referred to in Graph 1 means the WNC).



Graph 1: Projected Population Range

In summary, the projections to 2036 adopted by Council equate to an additional 8,600 people with an additional 4,900 households.

2.7 District Economy

Similarly HDC 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 7 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.

Table 7: GDP Estimates for Horowhenua Economy: Levels (estimates are dollar millions)

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

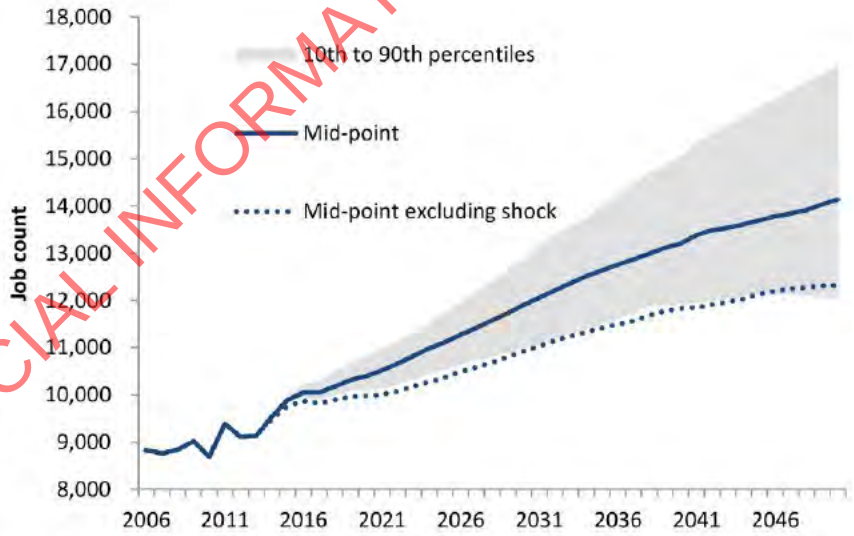
Source: NZIER

Table 8 describes the percentage of change in the GDP for the district.

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

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

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



Graph 2 Projected Job Count

As with the NZIER projections for population growth, Council has adopted a mid-range expectation of an additional 3000 jobs by 2036.

3 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 settlement 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 that enables urban growth to be sustainably developed is important from a cost perspective.

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 war 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. Cul-de-sac and less connected street networks reduce the capacity for infill or redevelopment.

3.1 Footprint and Density

Table 9 describes the relative size of the main settlements in the Horowhenua District. The table shows that relative to the other settlements of Foxton, Foxton Beach and Shannon, Levin is significantly larger in its 'footprint' and has slightly higher density than the others.

Table 9: Population and Density

Urban Settlement	Population (2013 Usually Resident)	Urban Land Area* (approx ha)	Settlement Density (People per ha)
Levin	18,800	1266.5	14.8
Foxton	2,643	233.6	11.3
Foxton Beach	1,730	323.6	5.3
Shannon	1,310	114.0	11.5
Waitarere 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

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.

3.2 Infrastructure

3.2.1 Transport

The Regional Land Transport Strategy[3] for the Manawatu-Wanganui region of which Horowhenua is part identifies a series of strategic actions which include investigations as to the route for the SH1 north of Otaki 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 NZIER's projections for growth are informed by.

It is also significant in terms of where any highway 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[4]. The significance will also be for the way in which land uses are planned for the areas around Levin and south to Otaki where settlements such as Ohau 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 easy 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 south part of the District (which are closer to Wellington) can also be anticipated if the highway generates 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 ("NIMT") railway line is a strategic infrastructure asset for the district. There is the potential for freight and

[3] Horizons (2015) Manawatu-Wanganui Regional Land Transport Strategy

[4] A Town Centre Strategy is underway for Levin at this time (working draft Jan 2017)

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 Strategy 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 line to improve commuter facilities to Waikanae consideration of its extension to Levin should be considered.

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 [5] 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.

3.2.2 Water Supply

There are general issues associated with the supply of water and other reticulated infrastructure in that Council has zoned areas of land for enabling development, but there is limited resource available to provide services to them all. Council has no development or financial contribution requirements in the District Plan of Long Term Plan for development to fund the provision of services.

Council supplies drinking water to Levin, Foxton, Shannon, Foxton Beach, and Tokomaru via reticulated systems. The systems in each of these places have been upgraded recently. In other settlements, each 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 the Beach settlements. 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 should also be considered. The costs of providing increase reticulation is also an issue.

3.2.3 Waste water

Sewer mains take sewage to one of Council's wastewater treatment plants in Tokomaru, Shannon, Mangaore, Foxton, Foxton Beach, Waitarere Beach, or Levin. Each treatment plant is appropriate for the community it serves however, issues such as high groundwater and stormwater infiltration have

[5] Horowhenua District Council (2016) Horowhenua Shared Pathway Strategy

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 is being planned for upgrade. Consenting processes are underway for these systems. 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 waste water treatment plants to make the costs of reticulation sustainable.

An issue for settlements without waste water infrastructure will be their capacity to accommodate any additional growth without sufficient lots sizes to enable onsite treatments (eg tanks and soakage).

3.2.4 Stormwater

There are areas of the district and within or adjacent to urban settlements where stormwater issues are present with ponding and localised flooding an issue. 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.

3.2.5 Hazards

There are flood risk issues identified by the 100 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, Hokio 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.

3.2.6 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 in the Horowhenua; Muaūpoko, Rangitāne, Ngāti Raukawa, 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, and 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 areas that are not recognised by the District Plan but which should be recognised for their values in the Growth Strategy.

In particular, there is no coverage of archaeological sites (Maori and European) identified by the District Plan. As a starting point, data from the NZ 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.

4 COMMUNITY ENGAGEMENT

The preparation of the Horowhenua Development Plan 2008 (from 2006-2008) involved an extensive consultation process with meetings in all settlements and a feedback process that assisted Council in confirming the key spatial strategies and principles for managing growth in the District.

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. This focus group will continue to be engaged with as Council moves forward with actions from this Growth Strategy.

Consultation with valuers and agents was also undertaken to gauge the market interest currently (July 2016) in the district and the types of properties people are seeking. This consultation has assisted in generating the growth scenarios (see section 10) used to test the capacity for currently zoned land to accommodate the projected growth described in section 2.

Consultation has also been undertaken by email and telephone with as many landowners as practicable that currently (July 2016) 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 in summary:

- 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

With reference to some of the actions in this Plan (section 12) there will be further community engagement undertaken.

5 DISTRICT GROWTH OBJECTIVES

5.1 Growth Management Principles

As noted in the Introduction (section 1) there are five Community Outcomes sought for the District. These are given effect to by the following growth management principles.

5.1.1 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, Ohau, and Manakau).
- Maintain the 'beach' character of coastal settlements (e.g. Waitarere, Hokio 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.

5.1.2 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 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.

5.1.3 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.

5.1.4 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.

5.1.5 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 Manawatu River Estuary).
- In non-reticulated areas, adopt best practice solutions for on-site disposal of wastewater and the supply of portable water.

6 THE BROADER POLICY CONTEXT

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

6.1 National Policy

National or central government policies need to be taken account of as they guide decision making at a higher level, influence funding sources and regulation. They provide a point of reference for local government, business and communities. Some of the more salient national level policy is set out on the following page.

New Zealand Land Transport Strategy (2008)[6]. Ministry of Transport	This is the updated transport strategy 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.
New Zealand Housing Strategy (2005)[7] Housing New Zealand	The strategy, adopted in 2005, set out the vision and strategic direction for housing in New Zealand for 10 years. While the strategy is still current, the country's need for affordable, quality and sustainable housing shifted significantly since 2005. Current discussions suggest a more current and relevant strategy could be needed.
New Zealand Urban Design Protocol (2005)[8]	The Protocol is a Government programme addressing how good urban design can contribute to the development of NZ towns and cities. 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.
Sustainable Development of New Zealand (2003) Ministry for the Environment	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.
New Zealand Tourism Strategy (2015) Ministry of Tourism	Adopting and funding the recommendations outlined will conservatively enable international growth expenditure to $9.4 billion (a 74% increase) and by overnight domestic visitors to an estimated $6.3 billion (a 50% increase) by 2010. The opportunity exists to grow total expenditure to $26.8 billion. The large growth of tourism will be significant for places where tourism is a key sector in the economy.
Tourism and Hospitality Workforce Strategy (2006)	This strategy seeks to address the challenge of up-skilling people and lifting productivity and profit to further the quality of the experience offered to visitors in New Zealand. For the Horowhenua the issue of workforce skills and tourism opportunities makes this a useful reference.
New Zealand Coastal Policy Statement 2010	This statement establishes national policy on coastal environments and these are enshrined in the RMA. All district and regional policy must be consistent with this.
National Policy Statement on Urban Development Capacity	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 proposed 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.

[6] From Ministry of Transport website
[7] Housing Corporation of NZ website
[8] Ministry for the Environment website

6.2 Regional Influences

The NZIER report referred to in section 2 of this Plan describes economic conditions in the District. Several of the current key regional policies and strategies (there are others but these are topical to this Growth Strategy's issues) related to growth in the District are noted below.

6.2.1 Regional Land Transport Strategy 2015

Horizons Regional Council adopted a new Regional Land Transport Strategy for the whole Manawatu-Wanganui region in 2015. The Strategy identifies the existing transport networks and their performance in terms of their safety and capacity, as well as recent trends in transport demand. NZTA is investigating State Highway 1 upgrades north, south and around Levin in 2017. A series of strategic priorities have been identified in the Strategy, of which the following are specifically relevant to growth in the Horowhenua (this list is not exhaustive, as more general actions also apply):

- Detailed investigations of the State Highway 1 route between Otaki and north of Levin have still to be completed but will comprise four-laning and intersection improvements from Otaki 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, Horowhenua District Council).

6.2.2 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 hazard management.

6.2.3 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 are a key focus of the tourism sector. Improving access to the Tararua Ranges, Manawatu Estuary and other DOC managed areas were seen as an important initiative. Horticultural 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.

The Horowhenua is a well-established area for growing and producing a wide variety of agricultural and horticultural products. The Manawatū-Whanganui Growth Study 2015 identifies several opportunities to add value to the existing industries by processing them within the District. Matching the soil, climate and water conditions to the base agricultural and horticultural crops to maximise the economic potential of the farming industry, is important to the region. This strategy will also be influential to the Growth Strategy in terms of provision of rural land that enables these industries as well as provision for the processing/manufacturing of these raw goods.

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 that Development Plan spatial strategy and retained this 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 and there is no reason to question their currency today. What has changed is the quantum of projected growth from those projected in 2008. However, the spatial strategy based on the principles provide 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 'green belt' edge. For the rural areas, the strategy is to retain these as open and productive to enable the economic and tourism benefits these areas present for the District to continue to be realised.

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 'Green Belt 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' below (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 and images of the types are described on the following pages.

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^2 for medium density) and peripheral urban areas which have a minimum lot size of 330m^2 for standard residential areas and 2000m^2 for the serviced areas known as greenbelt residential areas at the urban edge.

Figure 3: Spatial Strategy

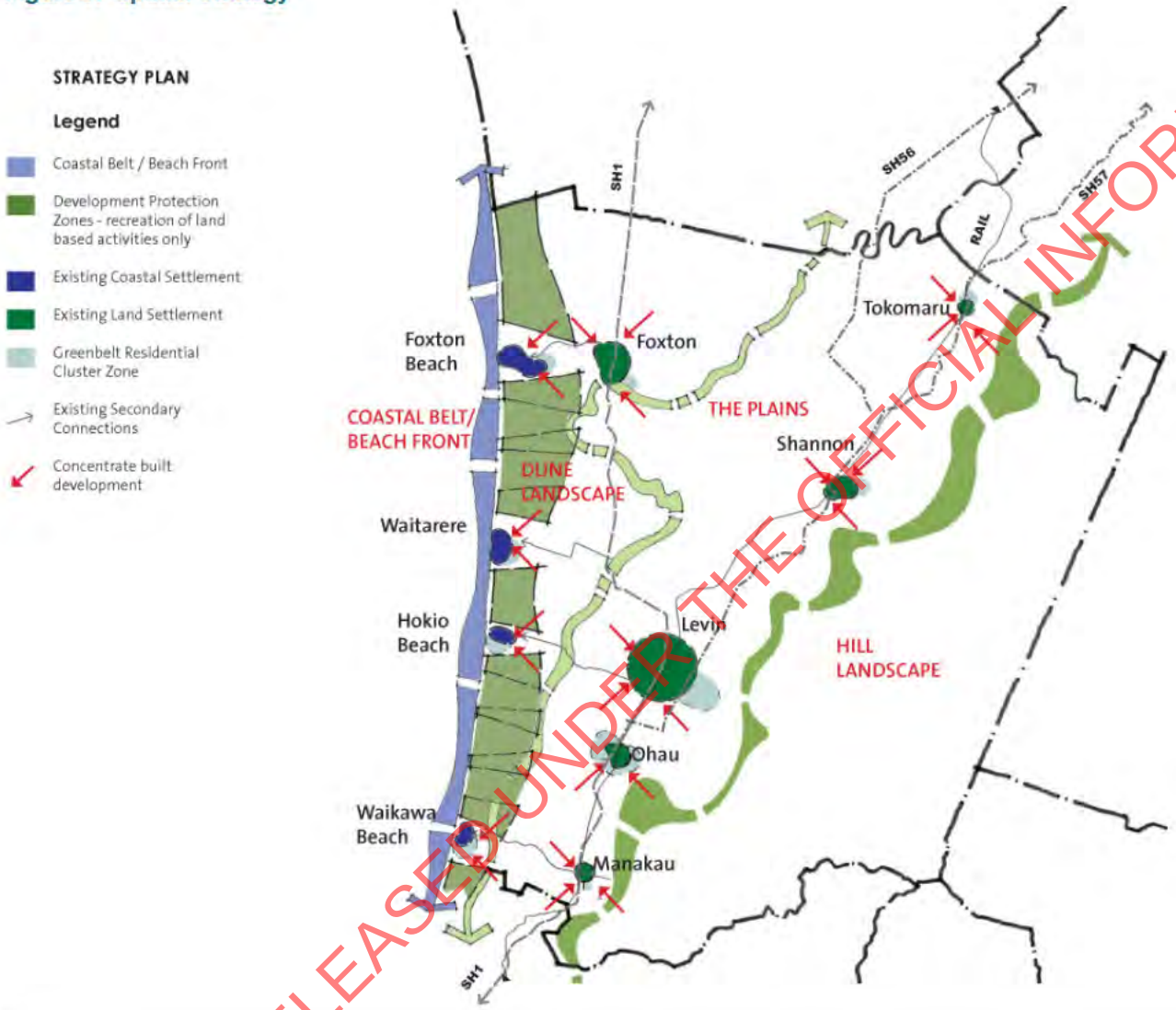


Figure 4: Transect Diagram

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^2

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^2 lots

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

LOW DENSITY RESIDENTIAL large suburban house typically 1000 - 2000m^2 lots

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

GREEN BELT RESIDENTIAL 2000 - 5000 m^2 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.

8 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.

There will potentially remain constraints to the development of the available land. These constraints include the intentions of landowners in developing land for urban purposes (section 4 describes feedback on this constraint), 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. 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 is currently (July 2016) vacant. The map figures describe where these vacant areas are located. The maps do not show the vacant areas of industrial or commercial land.

8.1 Levin

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.

8.1.1 Current Land Provisions

The current provision of zoned land is set out in Table 11 below and the zones for the town area are illustrated in Figures 5a and 5b below.

TABLE 11: LAND USE ZONE AREAS – Levin

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	32	0
Industrial	198	71
Residential	759	100
Greenbelt Residential	508	361
Total	1266	441

8.1.2 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 NZIER projections there will be a need for some 80ha of industrial type land.
- Reticulated water and wastewater system constraints – infrastructure is not provided to zoned growth areas and network capacity will be needed.
- Many areas are subject to natural hazards (ponding)
- Potential effects of new highway 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

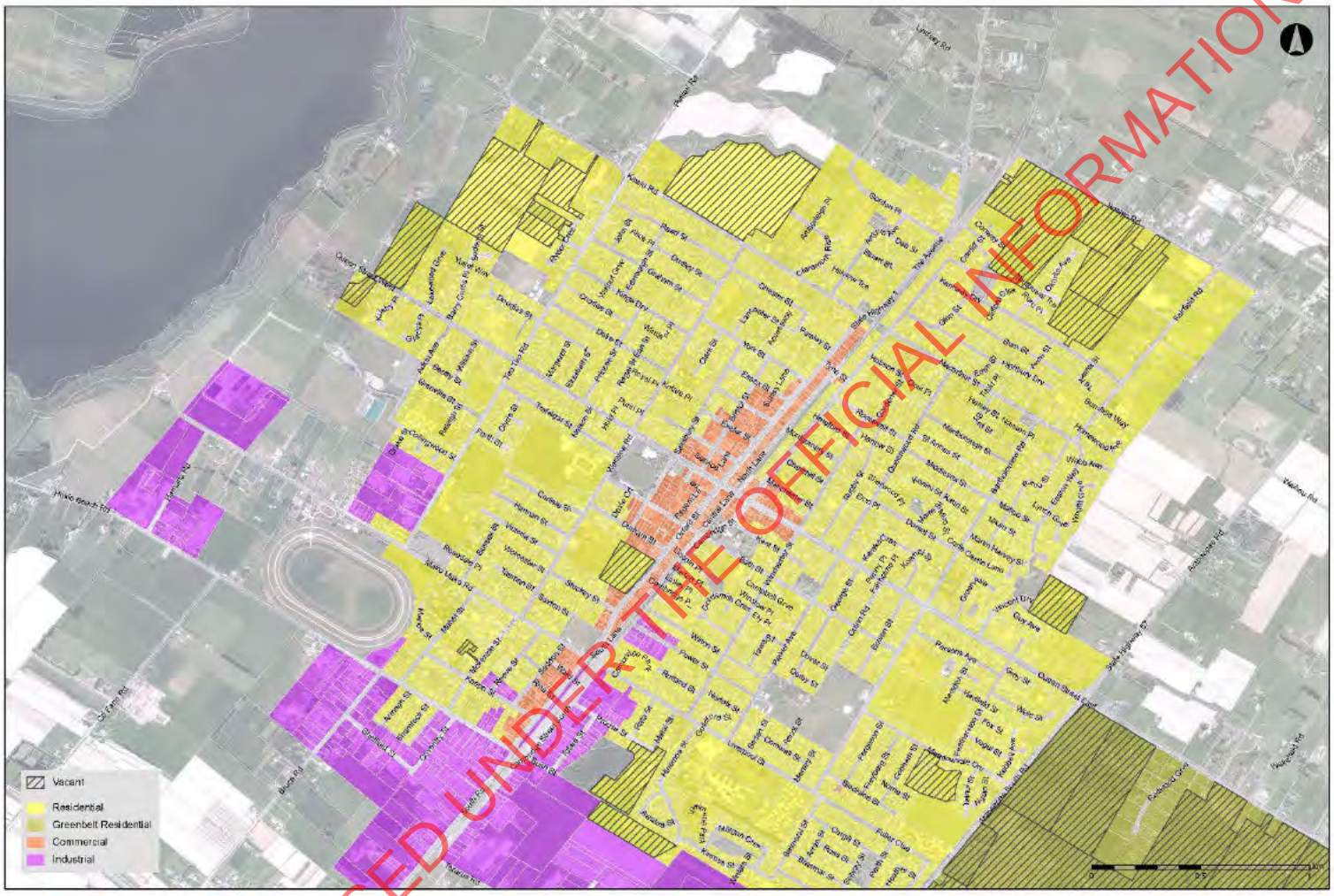


Figure 5a: Current Zoned Land – Levin

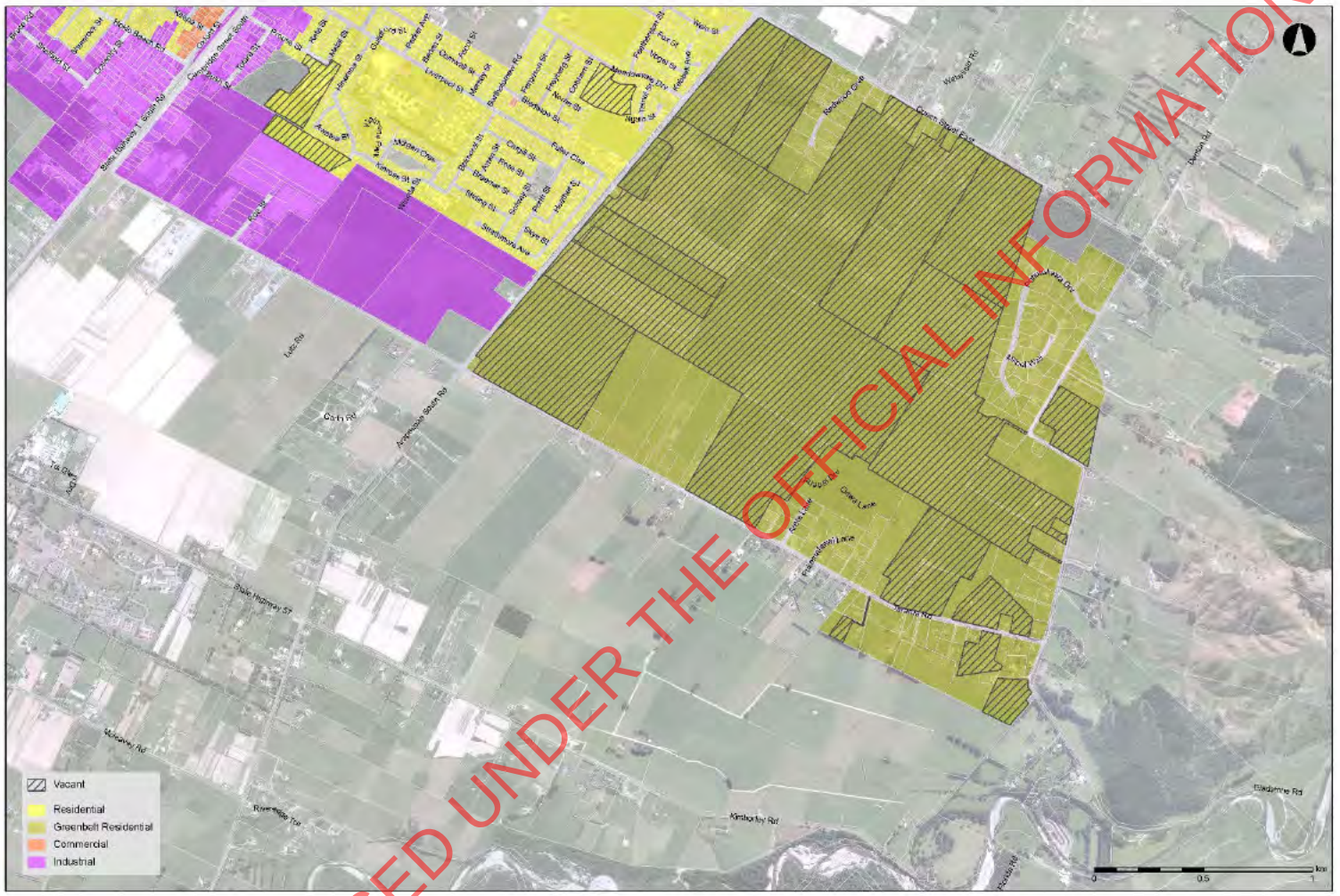


Figure 5b: Current Zoned Land – Levin

8.2 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 12 below and the zones for the town area described in Figure 6 below.

TABLE 12: LAND USE ZONE AREAS – FOXTON BEACH

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	1.3	0.4
Industrial	0.1	0
Residential	160	21
Greenbelt Residential	164	133
Total	324	164

Growth Issues

- There are areas where reticulated infrastructure is limited. Any significant scale growth will require the provision of a second treatment pond for wastewater. Consideration may be given to a combined Foxton and Foxton Beach treatment plant and disposal system.
- For the reticulated water supply, it has been recognised that significant growth may make a ring main desirable. Additional water storage will be required.
- Some areas in and surrounding the urban area are subject to natural hazards (flooding, ponding, storm surges, tsunami, wind erosion). These will need to be evaluated on a case by case basis and any risk areas recognised and provided for in subdivision layouts.
- Manawatu River Estuary provides biodiversity, landscape and recreational opportunities.

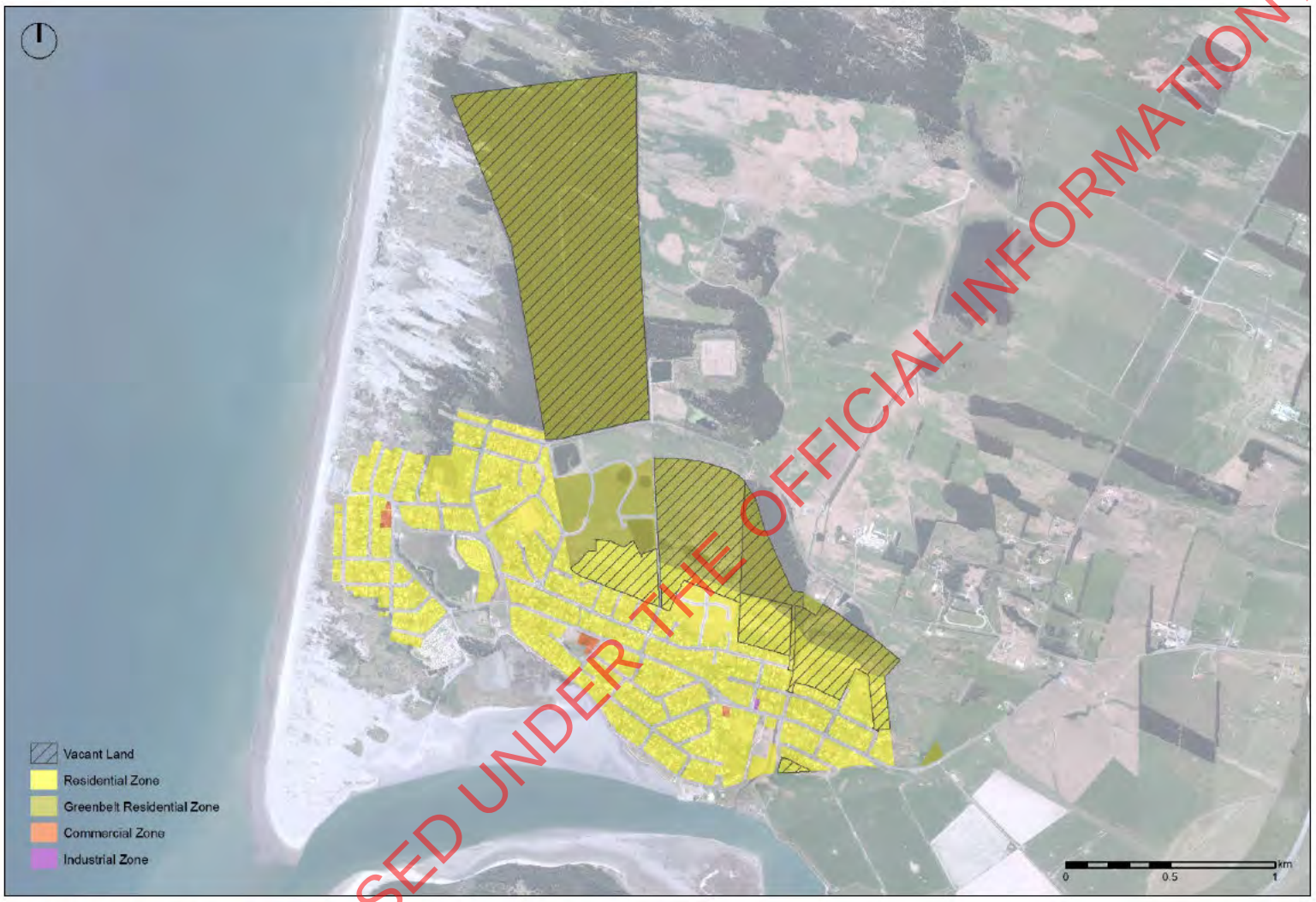


Figure 6: Current Zoned Land – Foxton Beach

8.3 Foxton

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 Manawatu River mouth and was a port. This historical link means Foxton has some of the oldest buildings and it is a focus for investment in cultural amenity including Te Awahou and the main street.

Current Land Provision

The current provision of zoned land is set out in Table 13 below and the zones for the town area described in Figure 7 below.

TABLE 13: LAND USE ZONE AREAS – FOXTON

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	8	0
Industrial	35	8
Residential	149	5
Greenbelt Residential	85	44
Total Residential	234	51

Growth Issues

- Low current demand for residential, commercial and industrial development
- Water and wastewater is reticulated and is being upgraded. The water supply quantity is marginal under peak conditions and this may be indicative of problems if extra demand is added.
- Areas around River loop 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
- Manawatu River provides landscape and recreational opportunities

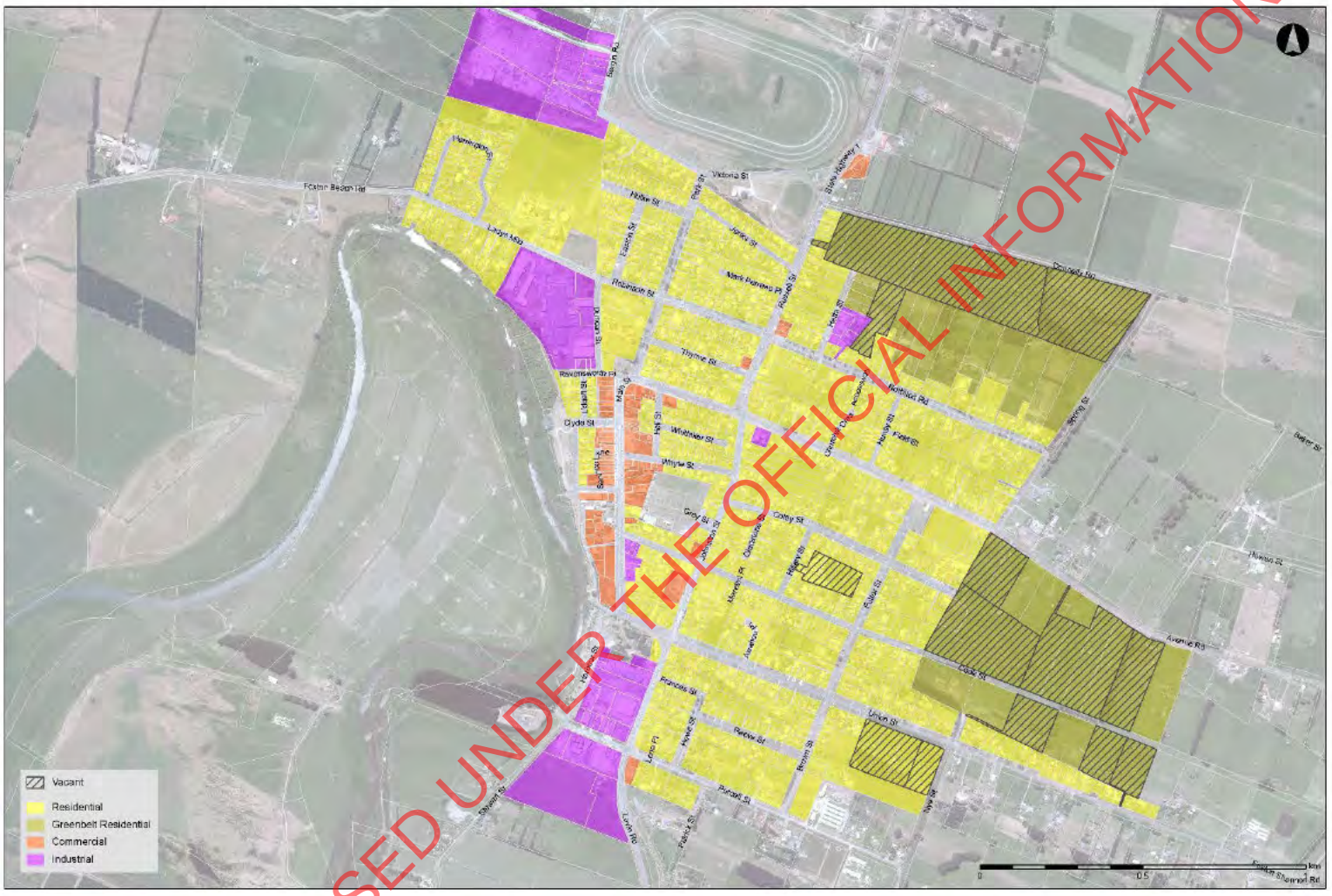


Figure 7: Current Zoned Land – Foxton

8.4 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 14 below and the zones for the town area described in Figure 8 below.

TABLE 14: LAND USE ZONE AREAS – Tokomaru

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	0	0
Industrial	2	0.7
Residential	26	1
Greenbelt Residential	24	9
Total	50	10

Growth Issues:

- Limited current demand for residential land
- Low rate of rural-residential growth
- Significant infrastructure constraints, with limited water storage provision and the wastewater treatment works at capacity. At this time, the costs of expanding this infrastructure to provide for further development is uneconomic.

Figure 8: Current Zoned Land – Foxton

8.5 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 15 below and the zones for the town area described in Figure 9 below.

TABLE 15: LAND USE ZONE AREAS – Shannon

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	2	0.3
Industrial	8	1
Residential	100	5
Greenbelt Residential	14	13
Total Residential	114	18

Growth Issues:

- Limited current demand for residential land
- Low rate of rural-residential growth
- Significant infrastructure constraints, with the water supply system under stress during summer peak demands. At this time, the cost of expanding this infrastructure to provide for further development is uneconomic.
- Areas to the north and west subject to flooding

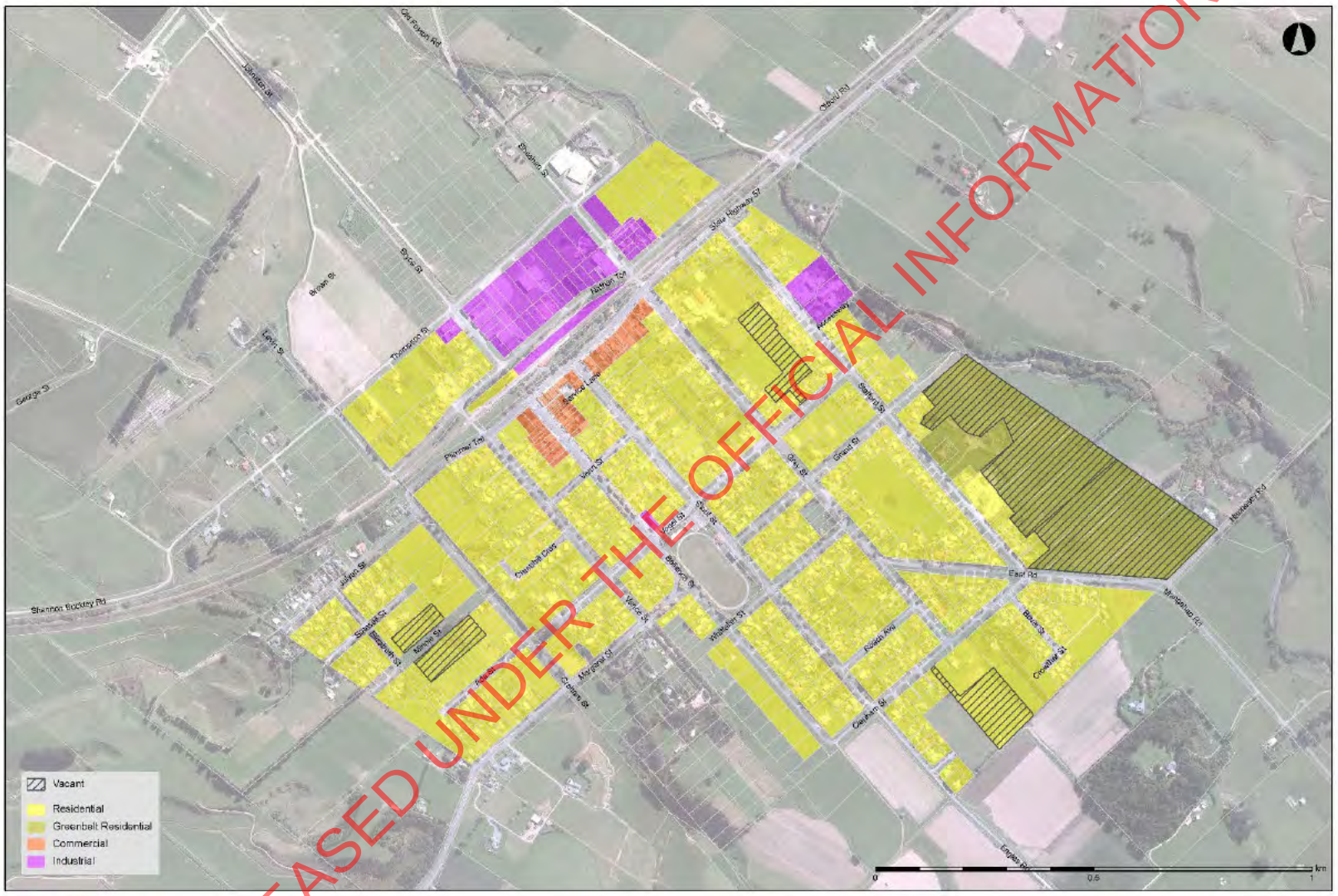


Figure 9: Current Zoned Land – Shannon

8.6 Waitarere Beach

Waitarere Beach is a small coastal community located in close proximity to Levin, with farmland separating the two towns. Waitarere 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 16 below and the zones for the town area described in Figure 10 below.

TABLE 16: LAND USE ZONE AREAS – Waitarere Beach

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	1	0
Industrial	0.08	0
Residential	153	35
Greenbelt Residential	207	158
Total Residential	360	193

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 and water supply system constraints. Significant population increases will require investigations to be undertaken into water supply infrastructure provision in the future.
- Areas are subject to natural hazards (ponding, tsunami, wind erosion)

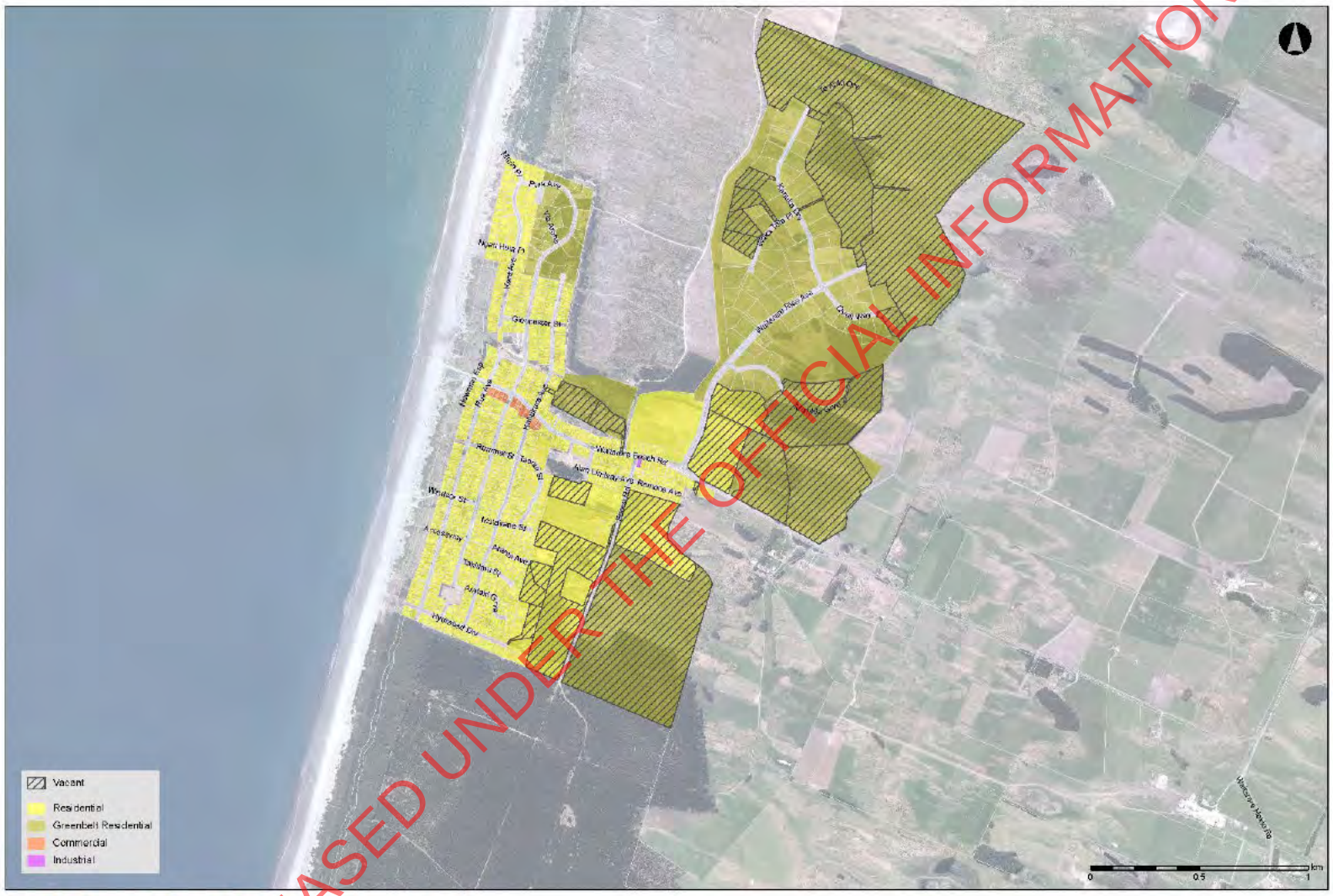


Figure 10: Current Zoned Land – Waiterere Beach

8.7 Hokio Beach

Hokio 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 Hokio Stream.

Current Land Provision

The current provision of zoned land is set out in Table 17 below and the zones for the town area described in Figure 11 below.

TABLE 17: LAND USE ZONE AREAS – Hokio Beach

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	0	0
Industrial	0	0
Residential	41	17
Greenbelt Residential	12	12
Total Residential	53	29

Growth Issues and Responses:

- Limited current demand for residential development
- No commercial land available
- Limited capacity and extent in existing water supply system.
- No reticulated wastewater system
- Areas are subject to natural hazards (ponding, tsunami, wind erosion)

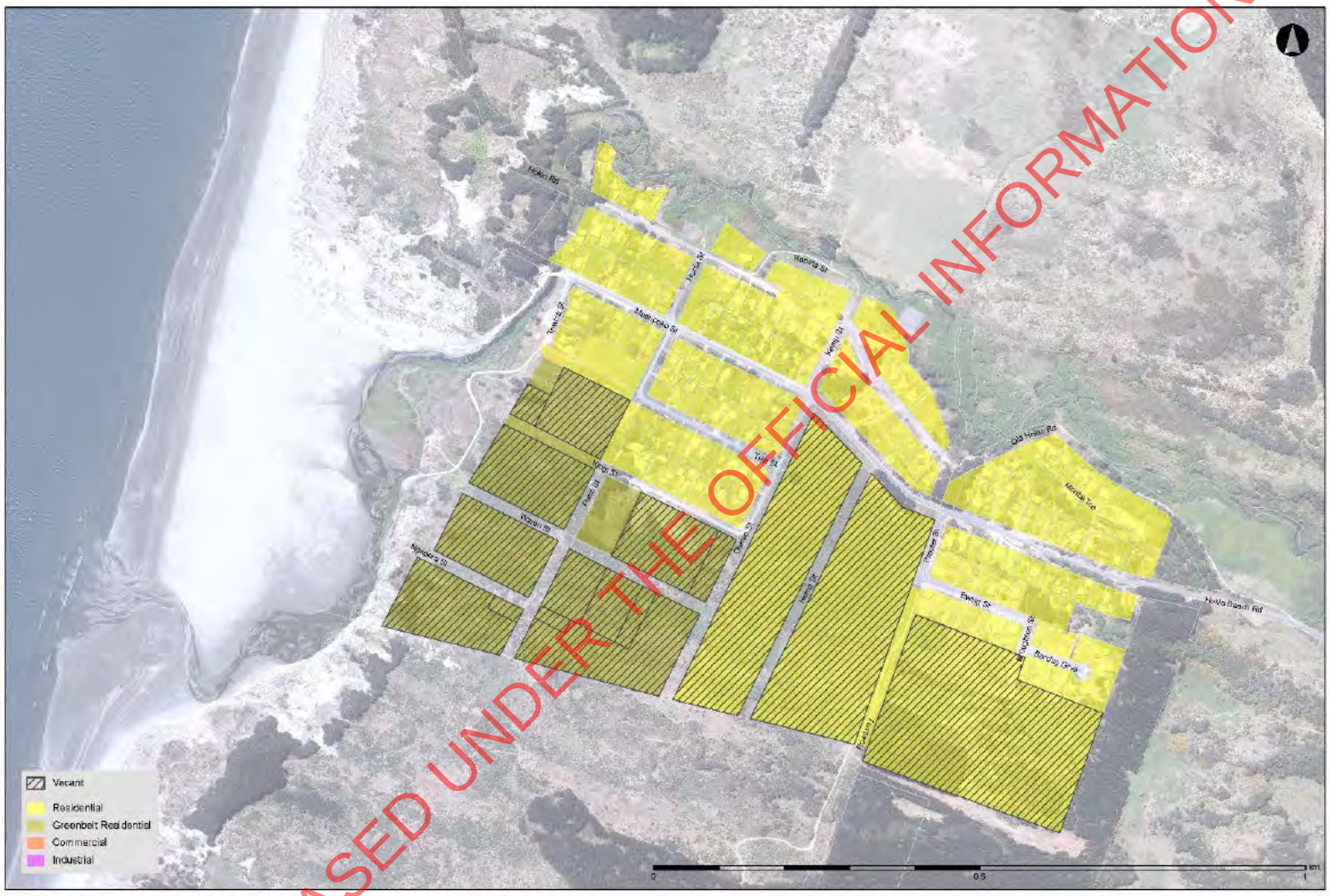


Figure 11: Current Zoned Land – Hokio Beach

8.8 Ohau

Located directly south of Levin, Ohau 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 seen close 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 18 below and the zones for the town area described in Figure 12 below.

TABLE 18: LAND USE ZONE AREAS – Ohau

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	0	0
Industrial	0	0
Residential	72	12
Greenbelt Residential	161	62
Total Residential	233	74

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 connection to Levin wastewater system.
- 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.

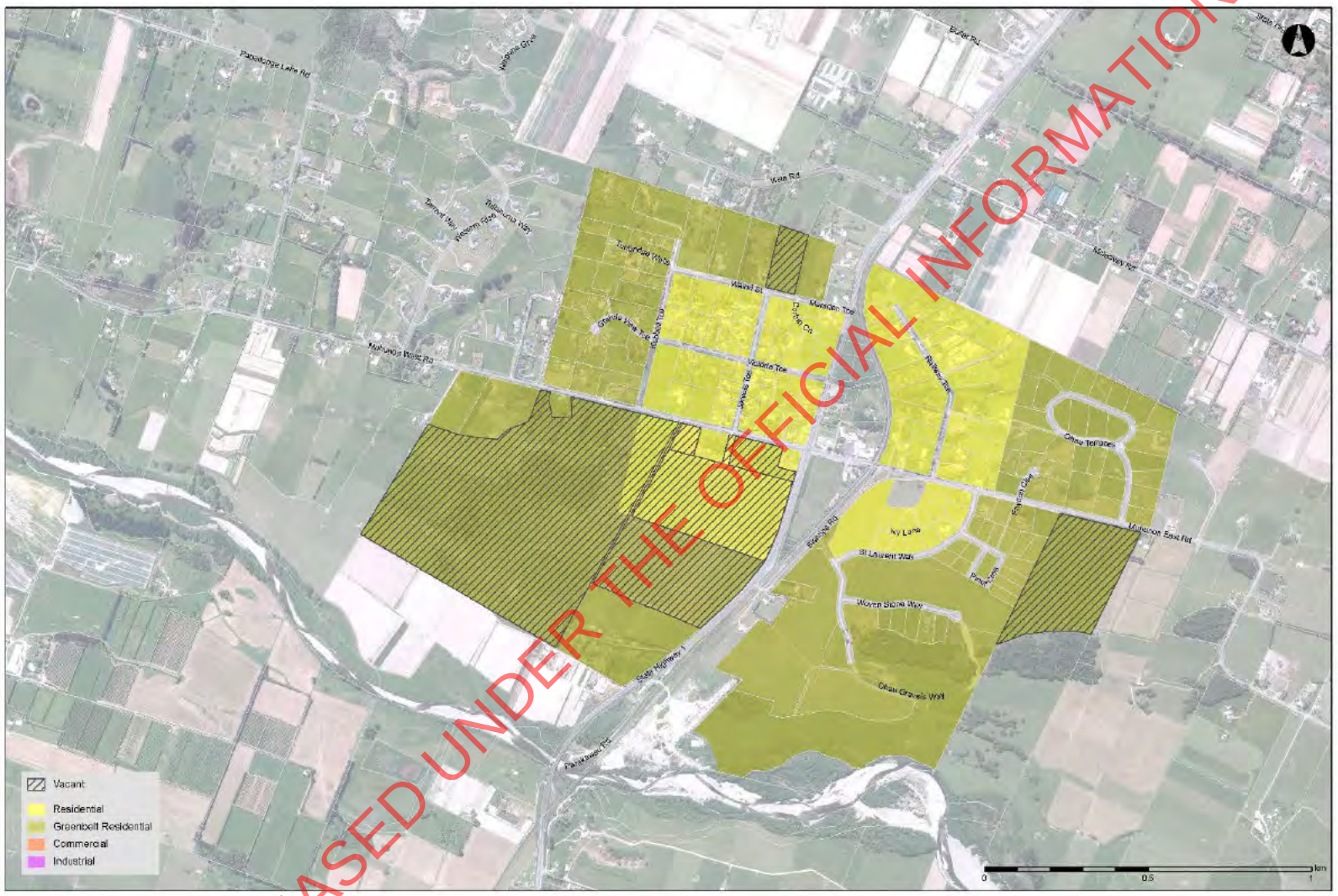


Figure 12: Current Zoned Land – Ohau

8.9 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 19 below and the zones for the town area described in Figure 13 below.

TABLE 19: LAND USE ZONE AREAS – Waikawa Beach

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	0	0
Industrial	0	0
Residential	21	2
Greenbelt Residential	25	21
Total Residential	46	23

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 hazards (ponding, tsunami, wind erosion)

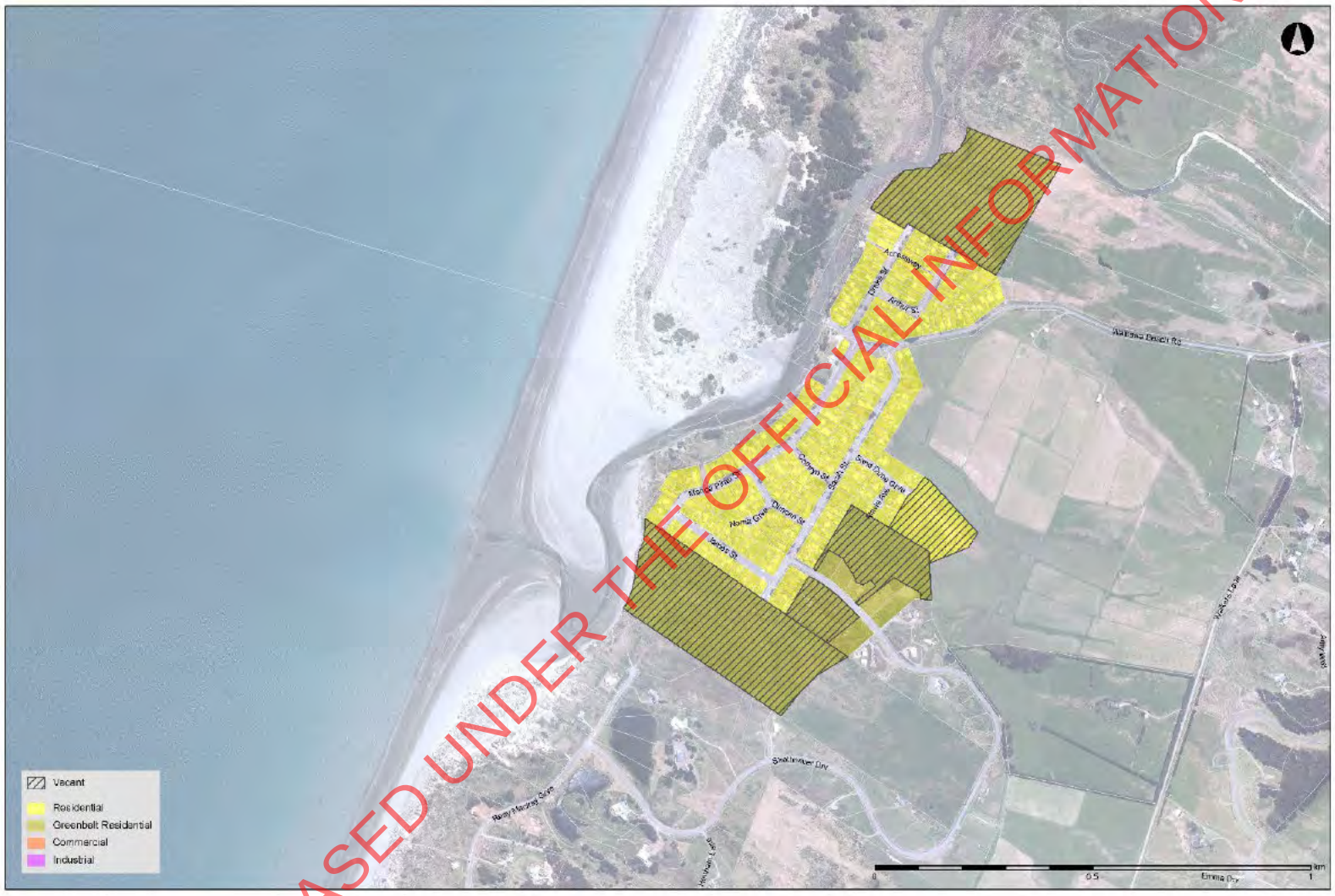


Figure 13: Current Zoned Land – Ohau

8.10 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 20 below and the zones for the town area described in Figure 14 below.

TABLE 20: LAND USE ZONE AREAS – Manakau

Zone	Town Total Land Area (ha)	Available Land Area (ha)
Commercial	0.3	0
Industrial	0	0
Residential	17	2
Greenbelt Residential	14	3
Total Residential	31	5

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

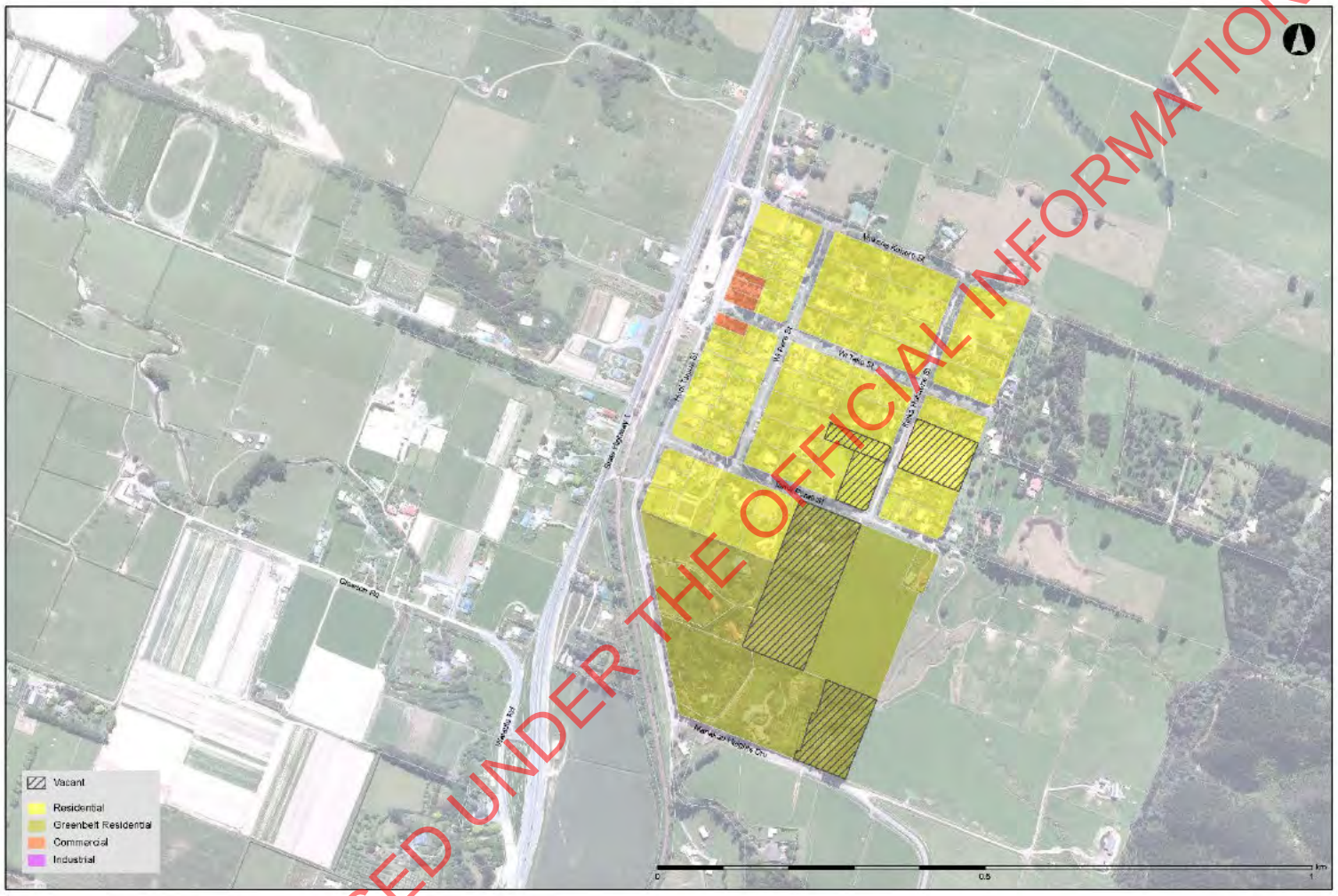


Figure 14: Current Zoned Land – Manakau

9 FUTURE DEVELOPMENT

9.1 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 so 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 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 was developed and these provided a clear basis by which to evaluate the many options.

The criteria connect to the planning principles described in section 5. Those criteria remain an appropriate basis for considering any future land provision for accommodating growth in the District. These criteria are set out below in Table 10.

Table 10 – Development Area Assessment Criteria

Assessment Criteria	Description
Urban Form	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. 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.

Proximity to key transport networks	Transport networks are important for enabling people to move throughout urban areas to schools, work, commercial centres, and other activities. They are likely to become more important in the future as more of the population seeks to utilise public transport. For these reasons transport corridors can be seen as a crucial factor in shaping urban areas.
Proximity to reticulated infrastructure	The proximity to and ability to connect easily with reticulated infrastructure can reduce the economic and environmental costs of new development.
Proximity to activity centres and community facilities	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.
Location of natural hazards, such as flooding, ponding and erosion	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.
Proximity to incompatible land use	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.
Proximity to outstanding landscape or natural features.	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.
Area of heritage or cultural features.	Growth areas should avoid adversely impacting on heritage buildings or cultural features.
Topographical limitations	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 under 15°)
Location of highly versatile soils	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 before being allocated for residential development.

10 TESTING THE CAPACITY V GROWTH DEMAND

10.1 Developing Growth Capacity Scenarios

10.1.1 NZIER Report

The NZIER report mentioned in section 2 above provided the projected households anticipated as a result of the Roads of National Significance Wellington Northern Corridor project, that being 4,900. The number of households is a proxy for the required number of houses required to accommodate the anticipated population increase.

10.1.2 Expected Growth Areas

Given that the expectation of growth is derived from improved travel time south to Wellington, it has been assumed[9] for the purposes of this Growth Strategy that most of the projected residential growth for the District will be accommodated in the southern part of the District.

The assumption has been that it is more likely that growth will be attracted to Levin (where there is also an employment base and facilities such as schools), coastal settlements to the west of Levin (Waitarere Beach and Waikawa Beach), and the settlements to the south of Levin (Ohau and Manakau). This assumption is consistent with historical building consent data for the District. However, Foxton Beach experienced high (comparative to other Horowhenua settlements) residential growth over recent years suggesting there is rising demand for new homes in this settlement. Growth may well occur in other settlements, but any such growth is not likely to be at the levels seen in the settlements noted above[10]. For this reason Hokio Beach, Tokomaru, Shannon, and Mangaore are excluded from the capacity scenarios.

10.1.3 Distributing Houses to Growth Areas

As a way of distributing the required houses across the growth areas that are likely to accommodate the anticipated growth, historical building consent data was used to determine how the market demand for new housing is trending over time within the District, as well as to gain an understanding of likely future demand[11]. The share of building consents issued in the year to June 2016 across expected growth areas was used as the basis for establishing the likely share of projected houses required to accommodate growth – although data was manipulated to favour Levin,

[9] Note that this interest in the more south parts of the District has been supported by feedback from the engagement with developers and real estate agents and surveyors.
[10] Hokio Beach, Shannon, and Tokomaru have not been attributed a proportion of the projected household growth due to the assumptions noted above. These settlements have sufficient vacant residential zoned land to accommodate any such rise in demand for housing.
[11] Assumptions on future market trends were consistent with feedback from the engagement with developers and real estate agents and surveyors.

Ohau, and Manakau, reflecting feedback from engagement with local developers, real estate agents, and surveyors. Table 21 below shows the share and proportion of houses attributed to each expected growth area.

10.1.4 Residential Land Capacity

The current zoned and available residential land capacity is described in section 9. Once the available residential land was identified, the total area of available land was aggregated 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.

There has been no calculation undertaken for the infilling of existing urban areas in determining capacity to accommodate projected growth demand. While it is part of the strategy described in sections 7 and 8, it is difficult to calculate the capacity or take up of this option as technically there are many sections within each settlement that have the potential for infill – particularly if landowners are prepared to move existing buildings within or from the site. Section 12 of this Growth Strategy describes actions that may assist in realising at least some of the growth capacity within the existing footprint of urban areas.

[12] Property Economics (2016) Levin Retail Economic Assessment

10.1.5 Commercial and Industrial Land Capacity

The existing zoned areas for commercial and industrial land are shown on the maps in section 9. Of the commercial areas much of it is allocated for some form of commercial use. In Levin as the major centre for commercial activity it has been determined[12] by Property Economics Ltd that based on the NZIER projections 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 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 are some vacant areas as noted in section 9. The actions in section 12 of this Plan describe the way in which the provision for industrial land can be further considered.

10.1.6 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 4,900 new houses required to accommodate population growth has been split between the Residential zones 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 3,087 and 1,813 households, respectively.

To test the current available land capacity within the Residential zones (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, Ohau, Manakau, Waitarere Beach, and Waikawa Beach), and Foxton Beach. 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 2,067[13] and 772 houses, respectively.

To summarise, for the purposes of guiding an understanding of potential growth demand spatial distribution, the assumption is that 63% of the 4,900 projected houses will be accommodated within the residential type zones of the District (3,087 houses). 75% of this would be accommodated within the Residential Zone (2,067 houses) and 25% will be accommodated within the Greenbelt Residential Zone (772 houses). As mentioned above section 10.1.3, the share of houses within the Residential Zone and Greenbelt Residential Zone has been determined by analysing historical and current building consent data for new houses within each zone, and relating this to feedback from local developers, real estate agents, and surveyors.

Table 21 below shows each settlement's share of projected housing required to accommodate growth.

TABLE 21: Settlement Share of Projected Households

Settlement	Share of Households (%)		Number of Houses Required	
	Residential	Greenbelt	Residential	Greenbelt
Levin	54%	37%	1,116	286
Foxton Beach	23%	6%	475	46
Foxton	5%	0%	103	0
Waitarere Beach	7%	14%	145	108
Ohau	5%	29%	103	224

[13] Note at the time of preparing this Growth Strategy, the Fairfield and Speldhurst developments were underway and it was assumed that these developments would take-up a portion of the projected residential growth. Accordingly, this has been subtracted from the Residential Zone share.

Waikawa Beach	2%	5%	41	39
Manakau	7%	14%	83	69

The capacity of each settlement to accommodate the projected number of houses in Table 21 are considered in the following section 11 of this strategy. The tables for each settlement in section 11 show the area of land that will be required to accommodate this projected number, and record whether there is a 'shortfall' and the area of land that will be left over after take-up supply. 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 22 below.

TABLE 22: Minimum Lot Size for Each Settlement

Settlement	Minimum Lot Size (m²)		Number of Houses Required
	Residential	Greenbelt	Low Density Area
Levin	500	5000	2000 (average lot size)
Foxton Beach	600	5000	2000 (average lot size)
Foxton	600	5000	
Waitarere Beach	800	5000	
Ohau	2000	5000	
Waikawa Beach	800	5000	
Manakau	2000	5000	

The consequences of this assumption 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.

11 THE SETTLEMENTS

11.1 Levin

The growth scenario assumes that Levin will accommodate 1,116 houses within the Residential Zone and 286 houses in the Greenbelt Residential Zone. Levin results indicate a surplus in Residential Zone land. Similarly, there is an adequate supply of Greenbelt Residential zoned land to accommodate projected growth in this zone.

Levin Residential Capacity	
Total share of houses	1,402
Residential Zone	1,116
Greenbelt Residential Zone	286
Residential Zone Land Required[14]	86 ha[15i]
Total Residential Land Currently Available	100 ha
Residential Zone supply / shortfall	8 ha
Greenbelt Zone Land Required	185 ha
Total Greenbelt Land Available	361 ha
Greenbelt Residential Zone supply / shortfall	176 ha

The blue areas in Figures 15 and 16 below indicate options for additional land required to accommodate the shortfall of land. These areas have been identified based on their development feasibility – primarily proximity to existing infrastructure or ability to connect to existing infrastructure.

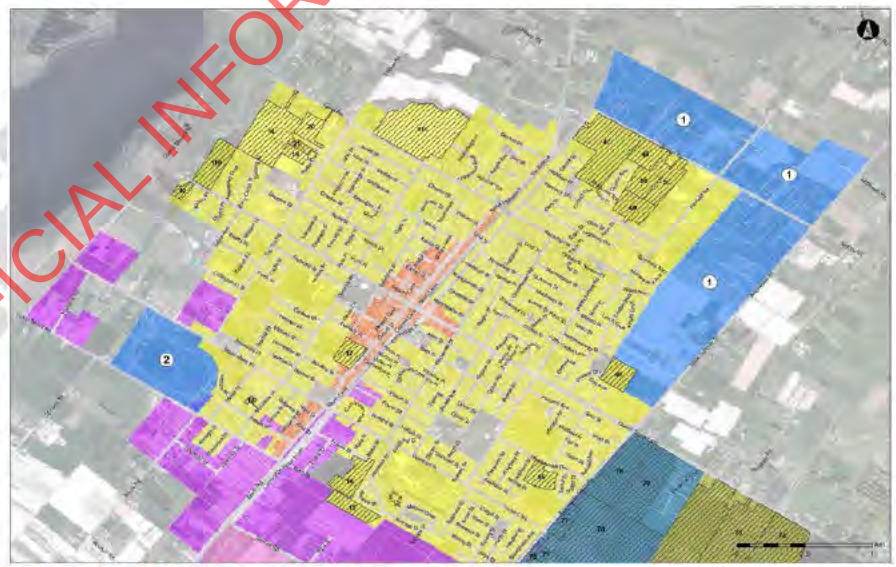


Figure 15: Potential growth Options 1 and 2

[14] All 'land required' areas described in this table and those of the following settlements includes an additional 30% of land to provide for roads and reserves.

[15] 6 ha has been subtracted from the amount of residential land available to account for the area of land taken up by the Fairfield development.

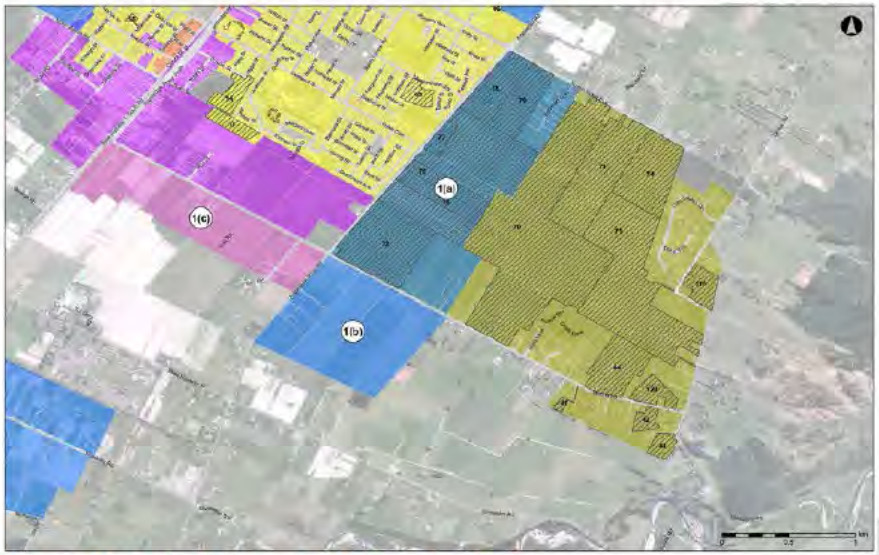


Figure 16: Potential growth Option 1a, 1b, 1c

Option 1 would seek to rezone current rural land at the north east corner of Levin to Residential Zone. This continues development in the vicinity of Fairfield Road. Due to its large area, and the relatively low shortfall in land for the Residential Zone in Levin, this area can be released in stages over time in response to demand rates.

Option 1a 'upzones' land closest to the existing urban areas from Greenbelt Residential Zone to Residential Zone. This option would require additional land to be supplied for the Greenbelt Residential Zone (Option 1b) to meet potential demand. Another option could be to reduce the upzoning extent of Option 1a, thereby reducing or eliminating the need for additional Greenbelt Residential Zone land (Option 1b).

Commercial and Industrial zoned land is not a focus of this Strategy, but it is important to consider these areas when planning for future growth to ensure land-use compatibility. Option 1c shows the potential future extension of the Industrial Zone across Tararua Road if additional land was required.

Option 2 rezones the racecourse for residential uses. Such an option would require the racecourse land owner's agreement.

The table below shows the supply of residential zoned land after taking account of each growth option. In summary, it shows that the options provide a choice of additional areas that more than meet the demand for the 2 ha shortfall in Residential Zoned land. Additionally, if option 1a is selected, capacity from the Greenbelt Residential Zone is still sufficient land to meet projected demand.

TABLE 23: Growth Options and Resulting Capacity - Levin					
Zone	**Option 1 Zoned Residential (ha)**	**Option 1a Zoned Residential (ha)**	**Option 1b Zoned Residential (ha)**	**Option 1b Zoned Green-belt (ha)**	**Option 2 Upzone to Residential (ha)**
Land Area of Option for Residential Zone	192	105	136		36
Combined Current Capacity and Land Area of Option	286	199	230		130[16ii]
Residential Supply after Projected Take-up	200	113	144		44
Land Area of Option for Greenbelt Residential Zone				136	
Combined Current Capacity and Land Area of Option				392	
Greenbelt Supply after Projected Take-up				207	

[16] 6 ha has been subtracted from the amount of residential land available to account for the area of land taken up by the Fairfield development.

11.2 Foxton Beach

The growth scenario assumes Foxton Beach will accommodate 475 houses in the Residential Zone and 46 houses in the Greenbelt Residential Zone. Foxton Beach results indicate that the settlement is well supplied with Greenbelt Residential Zone land. Residential Zoned land results show a substantial shortfall in land.

Foxton Beach Residential Capacity	
Total share of houses	521
Residential Zone	475
Greenbelt Residential Zone	46
Residential Zone Land required	43 ha
Total Residential Land available	30 ha
Residential Zone supply / shortfall	-21.4 ha
Greenbelt Zone Land required	30 ha
Total Greenbelt Land available	133
Greenbelt Residential Zone supply / shortfall	103 ha

The blue area in Figure 17 presents an option for additional land required to accommodate the shortfall of land. This area has been identified based on its development feasibility – primarily proximity to existing infrastructure or ability to connect to existing infrastructure.

Figure 17: Potential growth Option 1 – Foxton Beach

The Option for accommodating the shortfall in land required to meet potential demand (shown in blue) seeks to rezone Greenbelt Residential Zoned land to Residential Zone, thereby reducing the (already ample) Greenbelt Zone capacity.

Table 24 shows that by rezoning this area would provide sufficient land to accommodate projected Residential Zone housing demand, and that there would still be sufficient Greenbelt Residential Zone land to accommodate projected growth of larger lifestyle blocks in this settlement. The preference is to rezone the blue growth area before lifting the deferred status on area to the north.

The bottom part of the lot identified on the map as "83" and "84" are zoned Low Density Area" – potential option to rezone these parcels Residential Zone and provide the Low Density Area elsewhere, perhaps in a portion of the trapezium shaped lot adjoining area marked "81". In doing this, the area currently zoned Low Density Area would accommodate a minimum lot size of 600m² rather than an average lot size of 2000m².

TABLE 24: Growth Options and Resulting Capacity – Foxton Beach

Zone	Option 1 Upzoned (ha)
Land Area of Option for Residential Zone	44
Combined Current Capacity and Land Area of Option	74
Residential Supply after Projected Take-up	31
Land Area of Option for Greenbelt Residential Zone	
Combined Current Capacity and Land Area of Option	88
Greenbelt Supply after Projected Take-up	45

11.3 Foxton

The growth scenario for Foxton assumes 103 houses will be accommodated within the Residential Zone and no growth in the Greenbelt Residential Zone. Scenario results indicate that there will be a shortfall of Residential land and an oversupply of Greenbelt Residential Zone land – the over supply of Greenbelt land is due to no growth being attributed to this zone.

Foxton Residential Capacity	
Total share of houses	103
Residential Zone	103
Greenbelt Residential Zone	0
Residential Zone land required	8 ha
Total Residential land available	5 ha
Residential Zone supply / shortfall	-3 ha
Total Greenbelt land required	0 ha
Greenbelt Zone land available	44 ha
Greenbelt Residential Zone supply / shortfall	44 ha

The option for accommodating the shortfall in land required to meet potential demand for Residential Zone land is to upzone Greenbelt Residential Zoned land to Residential Zone (*note there is no map for this option at this time*).

11.4 Waitarere Beach

The growth scenario for Waitarere Beach assumes 145 houses to be accommodated within the Residential Zone and 108 houses to be accommodated within the Greenbelt Residential Zone. The results of the growth scenario indicate that there is adequate supply of zoned land for both Residential and Greenbelt zones.

Waitarere Beach Residential Capacity	
Total share of houses	153
Residential Zone	145
Greenbelt Residential Zone	108
Residential Zone land required	15 ha
Total Residential land available	35 ha
Residential Zone supply / shortfall	20 ha
Greenbelt Zone land required	70 ha
Total Greenbelt land available	158 ha
Greenbelt Residential Zone supply / shortfall	88 ha

If there are pressures to respond to changes in demand, an option for additional land is shown by the blue area in Figure 18.

Option 1 rezones the blue area (Figure 18) from Rural into Residential and Greenbelt Residential Zones – a 25/75 split, respectively.

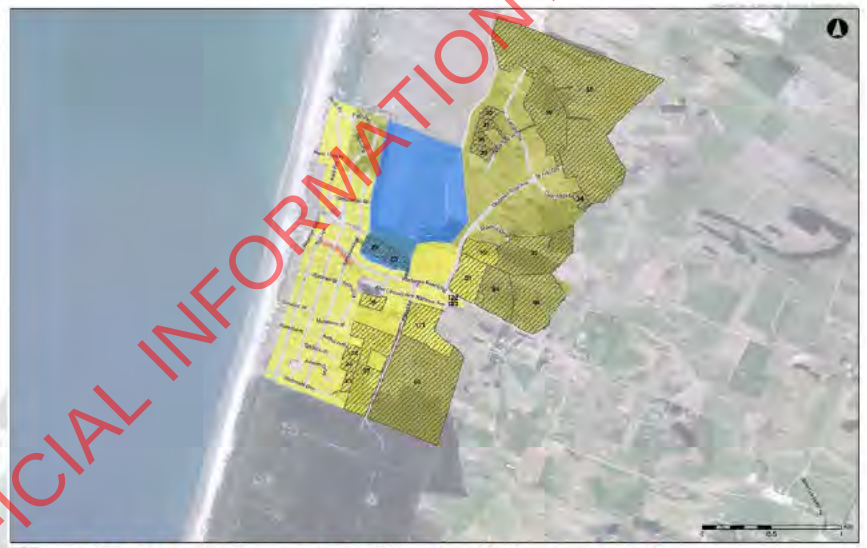


Figure 18: Potential growth Option 1 – Waitarere Beach

TABLE 25: Growth Options and Resulting Capacity – Waitarere Beach	
Zone	**Option 1 Upzoned (ha)**
Land Area of Option for Residential Zone	15
Combined Current Capacity and Land Area of Option	49
Residential Supply after Projected Take-up	34
Land Area of Option for Greenbelt Residential Zone	44
Combined Current Capacity and Land Area of Option	202
Greenbelt Supply after Projected Take-up	132

11.5 Ohau

The growth scenario assumes that Ohau will accommodate 103 houses within the Residential Zone and 224 houses within the Greenbelt Residential Zone. Ohau results indicate that under this scenario there will be a shortfall in both Residential Zoned land and in Greenbelt Residential land.

Ohau Residential Capacity	
Total share of houses	327
Residential Zone	103
Greenbelt Residential Zone	224
Residential Zone land required	27 ha
Total Residential land available	12 ha
Residential Zone supply / shortfall	-15 ha
Greenbelt Zone land required	145 ha
Total Greenbelt land available	62
Greenbelt Residential Zone supply / shortfall	-83 ha

The blue areas in Figure 19 shows 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 (options to upgrade SH1 between Otaki and Levin underway currently).

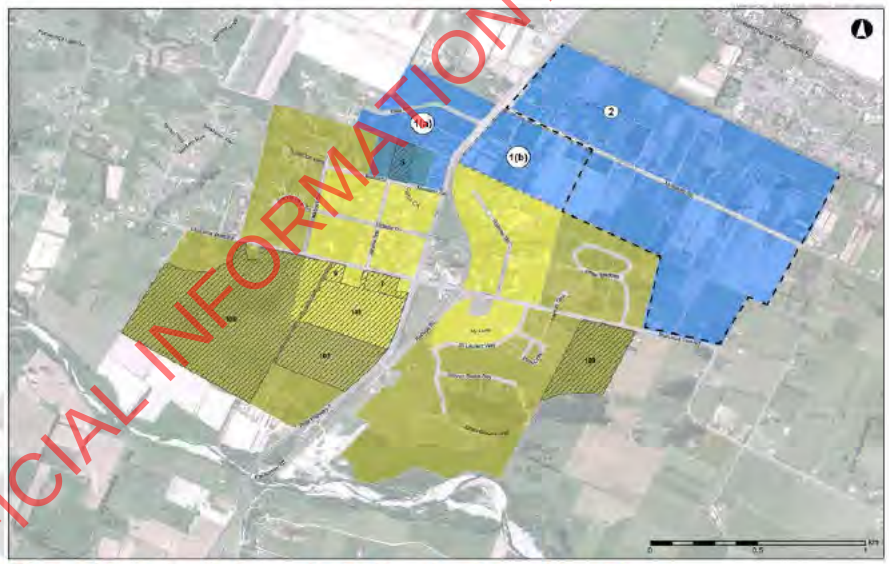


Figure 19: Potential growth Option 1a, 1b and 2 – Ohau

Table 26 below shows that Options 1a and 1b could be either Residential or Greenbelt Residential zones, although Option1a would be a better size to meet Residential demand. Both areas could be zoned over time to allow for any changes in demand.

Option 2, indicated on the map by the black dashes, provides for the expected demand for Greenbelt Residential zoned land.

TABLE 26: Growth Options and Resulting Capacity – Ohau			
Zone	**Option 1a Upzoned (ha)**	**Option 1b Upzoned (ha)**	**Option 2 Upzoned (ha) (assuming Option 1a and 1b upzoned)**
Land Area of Option for Residential Zone	21	16	
Combined Current Capacity and Land Area of Option	33	28	
Residential Supply after Projected Take-up	6	1	
Land Area of Option for Greenbelt Residential Zone			105
Combined Current Capacity and Land Area of Option			166
Greenbelt Supply after Projected Take-up			21

11.6 Waikawa Beach

The growth scenario assumes that Waikawa Beach will accommodate 41 houses within the Residential Zone and 39 houses within the Greenbelt Residential Zone. Results for Waikawa Beach indicate that there will be a shortfall of residential zoned land for both the Residential Zone and Greenbelt Residential Zone.

Waikawa Beach Residential Capacity	
Total share of houses	80
Residential Zone	41
Greenbelt Residential Zone	39
Residential Zone land required	4 ha
Total Residential land available	2 ha
Residential Zone supply / shortfall	-2 ha
Greenbelt Zone land required	25 ha
Total Greenbelt land available	21
Greenbelt Residential Zone supply / shortfall	-4 ha

Figure 20 shows an option in blue that would provide sufficient land to accommodate the projected Residential and Greenbelt Residential growth. Option 1 rezones Rural land into Residential and Greenbelt Residential Zones to accommodate growth in this settlement – a 25/75 split. Table 27 shows that sufficient land would be provided with this option.

Figure 20: Potential growth option – Waikawa Beach

TABLE 27: Growth Options and Resulting Capacity – Waikawa Beach	
Zone	**Option 1 Upzoned (ha)**
Land Area of Option for Residential Zone	3
Combined Current Capacity and Land Area of Option	49
Residential Supply after Projected Take-up	1
Land Area of Option for Greenbelt Residential Zone	8
Combined Current Capacity and Land Area of Option	29
Greenbelt Supply after Projected Take-up	4

11.7 Manakau

The growth scenario assumes that Manakau will accommodate 83 houses within the Residential Zone and 69 houses within the Greenbelt Residential Zone. Results for Manakau shown in the table below indicate that there will be a large shortfall of residential zoned land for both the Residential Zone and Greenbelt Residential Zone.

Manakau Residential Capacity	
Total share of houses	152
Residential Zone	83
Greenbelt Residential Zone	69
Residential Zone land required	21 ha
Total Residential land available	1.5 ha
Residential Zone supply / shortfall	-20 ha
Greenbelt Zone land required	45 ha
Total Greenbelt land available	3 ha
Greenbelt Residential Zone supply / shortfall	-42 ha

Figure 21 shows options in blue that would provide sufficient land to accommodate the projected Residential and Greenbelt Residential growth. The identified areas consider an opportunity to connect the settlement across SH1 if it becomes a local road due to NZTA rerouting SH1 (options to upgrade SH1 between Otaki and Levin underway currently).

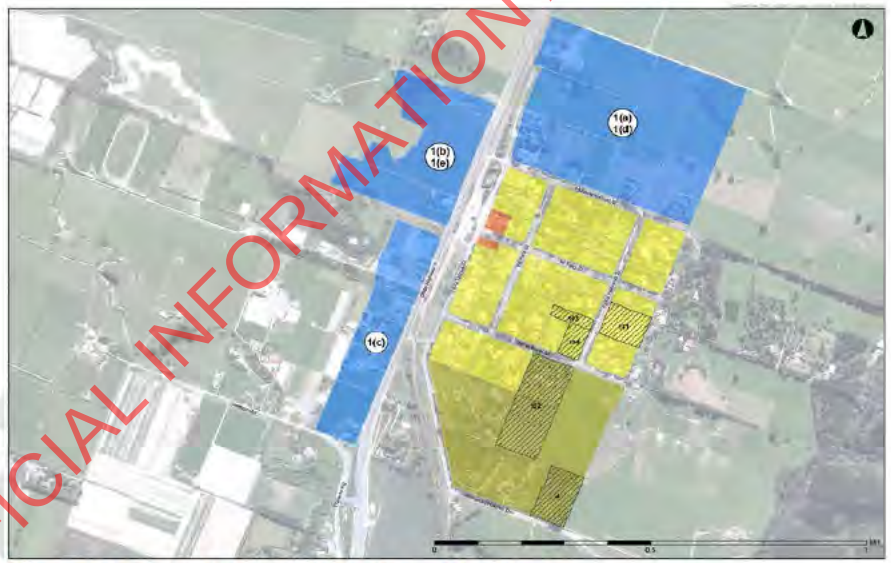


Figure 21: Potential growth option – Manakau

Table 28 shows that the areas of land identified for accommodating growth would be insufficient to meet projected demand. Additional areas would be required if growth is to the extent assumed. The areas shown can be extended – most easily to the north.

TABLE 28: Growth Options and Resulting Capacity - Manakau					
Zone	**Option 1a Upzoned (ha)**	**Option 1b Upzoned (ha)**	**Option 1c Upzoned (ha)**	**Option 1d Upzoned (ha)**	**Option 2 Upzoned (ha)**
Land Area of Option for Residential Zone	17	7	5.7		
Combined Current Capacity and Land Area of Option	18.5	8.5	7.2		
Residential Supply after Projected Take-up	-3.2	-13	-14.3		
Land Area of Option for Greenbelt Residential Zone				16.8	7
Combined Current Capacity and Land Area of Option				20.3	10.5
Greenbelt Supply after Projected Take-up				-24.8	-34.6

12 ACTIONS

The following actions (working draft) should be considered.

12.1 Market Response

The development industry (surveyors, real estate agents, land developers) are well aware of the opportunities for the District to grow its employment base, the number of households and population following improved connectivity (from RoNS) to larger urban areas to the south of the district (eg Wellington).

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 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.

As has been identified in the process of preparing this 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 option and studies 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 strategy will be important.

12.2 Actions

The options for the 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:

12.2.1 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 strategy are still relevant. This monitoring will also assist in ensuring that land is released as required and infrastructure priorities are reviewed and confirmed.

12.2.2 Servicing affordability

- Investigate the financial and Level of Service options for water and waste water services provision for the identified growth areas. This should consider the need for development contributions, the prioritisation of services to defined growth areas, 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.

12.2.3 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.

12.2.4 Landowners liaison

- In conjunction with the consideration of growth areas – specifically at Levin, Manakau and Ohau – 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.

12.2.5 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 Ohau 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.

12.2.6 Work with NZTA

- The New Zealand Transport Agency will be very influential in the way growth and land use changes are planned for in the District, particularly in the southernmost area. HDC should work closely with NZTA to ensure that the locational options for SH1 recognise and 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 highway intersections to enable the use of SH1 and local roads for local trips
    - The extent to which the RONS have 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 SH1 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 in the event that this is no longer required with a new highway alignment up to past and around Levin.

Appendix 1: 2050 Projections

i

As part of the process of developing the strategy consideration has been given to the growth projections to 2050. The areas of land and the capacity of the settlements is set out in the note below.

ii

2050 Scenarios

The NZIER have provided the Horowhenua District Council with an additional population growth projection out to 2050. This population projection equates to approximately 8,700 new households between 2017 and 2050. Similar to the 2030 projections described in this Strategy, the projected 8,700 households to 2050 (determined on basis of 190 h/h annually which is pro rata rate from 2030 projections) was split between the Rural Zone (37% which equates to 3,219 houses) and residential zones (63% which equates to 5,481 houses). The residential zone distribution was then further distributed amongst the selected settlements based on a 75%/25% split between the Residential Zone (including Low Density Areas and excluding Speldhurst and Fairfield developments) (3,863 households) and the Greenbelt Residential Zone (1,370), respectively. Table 1 below provides an overview of the distributions.

Settlement	Residential	Greenbelt
Foxton	5% (193 houses)	0%
Foxton Beach	23% (888 houses)	6% (82 houses)
Levin	54% (2,086 houses)	37% (507 houses)
Manakau	4% (155 houses)	9% (123 houses)
Ohau	5% (193 houses)	29% (397 houses)
Waikawa Beach	2% (77 houses)	5% (69 houses)
Waitarere	7% (271 houses)	14% (192 houses)

TABLE 1 APPENDIX 1 – SETTLEMENT DISTRIBUTIONS TO 2050

Based on current supply of residential zoned land (2016 / 2017), Table 2 below provides an overview of the supply and shortfall of residential land at selected settlements from Table 1. This table does not take into account any of the proposed zoning changes described in Section 11 of this document.

	Total Land Required to Accommodate Growth (ha)		Shortfall / Supply of Land (ha)	
Settlement	Residential	Greenbelt	Residential	Greenbelt
Foxton	11.6	0.0	-7.8	30.9
Foxton Beach	57.7	41.1	-36.4	52.2
Levin	114.9	253.5	-50.7	-0.7
Manakau	30.9	61.7	-29.9	-59.2
Ohau	38.6	198.7	-29.9	-155.1
Waikawa Beach	6.2	34.3	-4.7	-19.3
Waitarere	21.6	95.9	2.6	14.6
Total	281.5	685.1	-177.2	-136.6

TABLE 2 APPENDIX 1 – LAND REQUIRED TO ACCOMODATE ADDITIONAL HOUSEHOLDS

Foxton, Foxton Beach, Levin, Manakau, Ohau, and Waikawa Beach experience shortfalls in available Residential Zone land given the increase in projected households. These same settlements (excluding Foxton and Foxton Beach) also experience shortfalls in available Greenbelt Residential land. By applying the same options for additional land provided in the strategy, Table 3 below indicates the updated supply and shortfall or land for each settlement out to 2050.

Settlement	Zone	Options	Land Area of Option (ha)	Supply/Shortfall
Foxton Beach	Residential Zone	Option 1	44.9	-11.3
	Greenbelt RZ	Option 1	44.9	20.8
Levin	Residential Zone	Option 1	192.2	85.6
	Residential Zone	Option 1a	105.3	24.8
	Residential Zone	Option 1b	135.8	46.1
	Greenbelt RZ	Option 1b	135.8	20.7
	Residential Zone	Option 2	36.5	-23.4
Manakau	Residential Zone	Option 1a	16.8	-18.1
	Residential Zone	Option 1b	7	-25.0
	Residential Zone	Option 1c	5.7	-25.9
Manakau	Greenbelt RZ	Option 1d	16.8	-47.5
	Greenbelt RZ	Option 1e	7	-54.3
Ohau	Residential Zone	Option 1a	21.2	-15.1
	Residential Zone	Option 1b	16.2	-18.6
	Residential Zone	Option 2 (inclu. Option 1B)	121.5	55.1
Ohau	Greenbelt	Option 2	105.3	-82.6
Waikawa Beach	Residential Zone	Option 1	3	-2.6
	Greenbelt RZ	Option 1	8.1	-13.6
Waitarere Beach	Residential Zone	Option 1	14.8	12.9
	Greenbelt RZ	Option 1	44.5	45.8

TABLE 3 – LAND SUPPLY OPTIONS