

A strategy for NORTH CLYDE



WAUROA DISTRICT COUNCIL



OPUS





Wairoa District Council

A Strategy for North Clyde

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A Strategy for North Clyde

Prepared By

.....
Rowena Macdonald & Michele Frey
Principal Planner Senior Consultant

Opus International Consultants Ltd
Napier Office
Opus House, 6 Ossian Street
Private Bag 6019, Hawkes Bay Mail Centre,
Napier 4142
New Zealand

Reviewed By

.....
Renee Murphy
Hawke's Bay Planning Manager

Telephone: +64 6 833 5100
Facsimile: +64 6 835 0881

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.....
Renee Murphy
Hawke's Bay Planning Manager

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Accompanying this Strategy as separate reports:

- **Technical Attachment A** (Summary Results of Consultation)
- **Technical Attachment B** (Environmental Scoping Reports for Key Industries)

The Strategy for 'North Clyde'

Proposed Vision

"A healthy and cohesive 'North Clyde' community, supported by an economically and environmentally sustainable industry and business sector"

Guiding Policies

Recognise and provide for the proud history of 'North Clyde' as the Maori stronghold of Wairoa, and the site of early settlement, trade & enterprise.

Protect the amenity and health and wellbeing of 'North Clyde' residents.

Recognise and provide for 'North Clyde' as the industrial powerhouse of the District.

Encourage environmentally sustainable industry and business practices in 'North Clyde'.

Recommended Action Plan

Action:

1. Establish Consultative Working Group
2. Develop Environmental Monitoring Programme
3. Infrastructure Asset Management Review
4. Technical Environmental Advice to Industry
5. Facilitate Community-Based Initiatives
6. District Plan Review
7. Develop Reserve Management Plan
8. Pedestrian/Cycling Network Review

Year:

2013
2013/14
2013/14
2014
2014
2014/15
2014/15
2014/15

1 Background to Developing a Strategy for ‘North Clyde’

Wairoa District Council made specific provision in its 2012-2022 Long Term Plan *‘to undertake a planning study relating to the industrial interface with residential properties in the North Clyde area’*. In November 2012, Council commissioned Opus International Consultants to carry out this study of ‘North Clyde’, and to develop a Strategy to address issues around land use conflicts.

In developing a Strategy to address land use and environmental matters in ‘North Clyde’, it is important to have an understanding of how the area developed; its history; its population; the regulatory and economic influences (both past and present); an understanding of the current issues experienced in the area; what aspirations the community holds for the area; and an overview of the current environmental performance of industry and businesses operating in ‘North Clyde’.

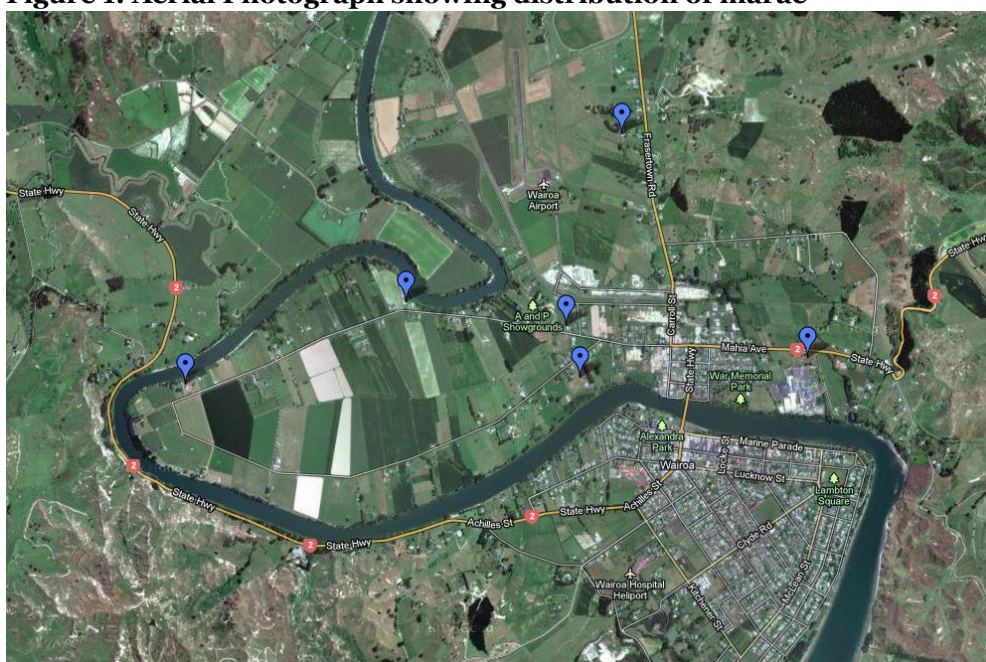
1.1 A Brief Description of ‘North Clyde’

1.1.1 A Snapshot of the History of ‘North Clyde’¹

Wairoa was originally a Māori settlement, with the Wairoa River providing an important source of food for the community that settled on its banks. Notably, it is the landing place of the ancestral canoe Tākitimu, which travelled up the river and landed near where the Tākitimu meeting house now sits.

The northern bank of the Wairoa River (referred to as ‘North Clyde’) is considered to be the Māori stronghold of Wairoa, evidenced by the concentration of marae on this side of the River. There are six marae within ‘North Clyde’ and immediate environs – Tākitimu, Taihoa, Tawhiti-a-Maru, Ruataniwha, Hinemihi and Whaakirangi Marae (the distribution of marae in and around urban Wairoa is illustrated in Figure 1).

Figure 1: Aerial Photograph showing distribution of marae



Source: Google Maps

¹ Website sources: <http://www.teara.govt.nz/en/hawkes-bay-places/page-10>, [http://en.wikipedia.org/wiki/James_Carroll_\(New_Zealand_politician\)](http://en.wikipedia.org/wiki/James_Carroll_(New_Zealand_politician)), and <http://en.wikipedia.org/wiki/Wairoa>

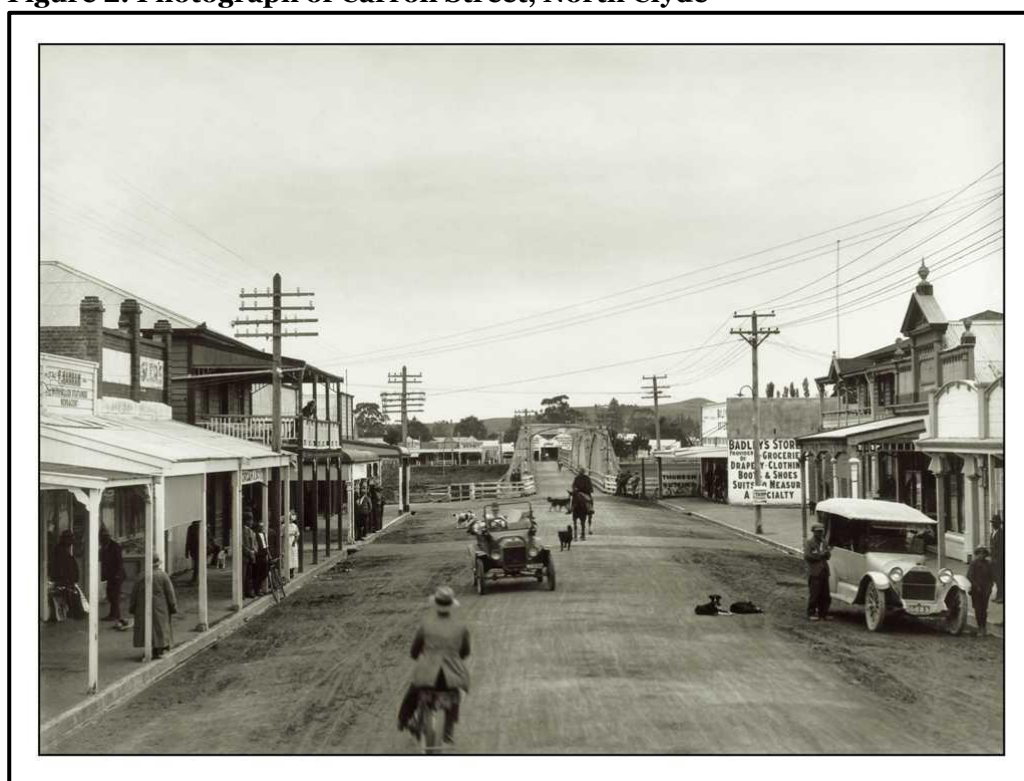
‘North Clyde’ also has strong links with prominent early Māori politicians in the early 20th century. Sir James Carroll, a New Zealand politician of Irish and Ngāti Kahungunu descent, was born in ‘North Clyde’. He was the first Māori to hold the cabinet position of Minister of Native Affairs. He was also the first Māori to hold the position of Prime Minister of New Zealand (in an ‘Acting’ role in 1909 and 1911), and was knighted (the first Māori to be accorded this status). The Memorial Park Riverside Walkway on the northern banks of the Wairoa River leads to his cabbage tree birth site.

Takitimu Marae in ‘North Clyde’ was itself built under the initiative of Sir Apirana Ngata (another foremost Māori politician in the early 1900s), who oversaw the tukutuku panels as a memorial to his friend Sir James Carroll in 1938.

In terms of its early European history, Wairoa was established as a trading station in 1839. The town site was purchased by the government in 1864 and sections were sold to settlers in 1866. Wairoa rose to prominence during the New Zealand Wars, during which time it was a garrison town. The establishment of flax mills for the harvesting and processing of flax plants, which grew with blades up to 12 feet long on the flats of the Wairoa River, became one of the first industries to establish in ‘North Clyde’.

By the early 1900’s, the area of ‘North Clyde’ was a thriving river port and trading centre, with a strong commercial and retail precinct centred on Carroll Street. Significant businesses included ‘Lees and Mountfort’ (General Merchants, Stock and Station Agents, Wool and Produce Brokers, Wholesale Wine and Spirit Merchants, Auctioneers, and Land and Estate Agents), established in 1905, which was the only business of its kind in the District at that time.

Figure 2: Photograph of Carroll Street, North Clyde



Courtesy of: Wairoa Museum Collection

‘North Clyde’ continued to develop its strong processing industry base with the establishment of the Wairoa Dairy Factory (in 1903), and the Wairoa Farmers’ Co-operative Meat Co Ltd (in 1915). The presence of the railway (the Napier-Wairoa line was in full service from 1939, and through to Gisborne from 1942) also attracted various service industries to the town. The opening of road and

rail services and the expansion of other ports along the coast eventually caused a decline in shipping however, which led to the river port's eventual closure in 1939.

The mid to late 1900's saw the planting of radiata pine and douglas fir trees in the District by the New Zealand Forest Service. In response, local timber processing operations established in Wairoa – again, almost exclusively located in 'North Clyde' (including Sharpe & Telford Ltd established in 1949 (more recently the site of Clyde Lumber) & W Hedley & Sons Ltd established in 1966 (now the site of East Coast Lumber)).

Despite the substantial industry base established over the years, Wairoa has seen significant decline in employment and population since the mid 1980's. The Wairoa Dairy Factory closed in 1998, and the district's single largest employer, AFFCO Wairoa (located on the site of the original Wairoa Farmers Co-operative Meat Co Ltd), has experienced periods of downsizing and uncertainty. More recently, the timber processing industry has experienced significant challenges, with Clyde Lumber going into receivership in December 2012 citing the closure of the Napier-Gisborne rail service as a catalyst.

Wairoa remains largely a farming service town. The prominence and waning of various industries and commercial enterprise, and the emergence of new service industries, has been occurring in the area of 'North Clyde' for the better part of the last century to the present day. The majority of the District's remaining industrial and rural service activities continue to be located in this area.

1.1.2 A Snapshot of the Demographics of 'North Clyde'

Whilst the population of New Zealand has grown since 1991, the population of the Wairoa District has declined. Wairoa's population has been on a downward trend since the mid-1980s. At the 2006 Census, the District's usually resident population stood at 8,484 – down from 9,900 in 1996.

The population of Wairoa District is projected to continue to decline, dropping a further 20% to 6,880 in 2031 (based on Statistics NZ's 'medium' projection). Over the same projection period, the median age of the population is expected to increase, from a median age of 36.1yrs in 2006, to a median age of 42.5yrs in 2031 – reflecting an overall ageing of the population.

The population of 'North Clyde' has similarly declined, as can be seen in Figure 3 below. Between 1996 and 2006, the usually resident population in the 'North Clyde' area declined by 17.7% - the District population declined 14.3% over that same period.

Figure 3: Usually Resident Population in 'North Clyde' and Wairoa District (1996-2006)

Usually Resident Population	'North Clyde' (refer Note 1 below)		Wairoa District	
	Population	Percentage Change btwn Census Periods	Population	Percentage Change btwn Census Periods
1996	609		9,900	
2001	570	-6.4%	8,916	-9.9%
2006	501	-12.1%	8,484	-4.8%
Change 1996-2006	-108	-17.7%	-1,380	-14.3%

Note 1: 'North Clyde' is defined as comprising Meshblocks MB1388000, MB1388100, MB1388200, MB1388300, and MB1388400.

Source: Statistics NZ

The age distribution of the population has also altered in the 10 years between 1996 and 2006. The 0-14 years age group fell from approximately 30% of the 'North Clyde' population in 1996, to approximately 23% (114 of 501) in 2006 – this compares to 26% for Wairoa District and 21.5% for New Zealand as a whole in 2006.

Conversely, approximately 18% of the 'North Clyde' population (90 of 501) was over the age of 65 years in 2006 – up from approximately 12% in 1996.

By 2031, Statistics NZ projections anticipate that 22% of the District's population will be 0-14 years, with 27% of the District's population aged 65+yrs.

In terms of ethnic distribution, 69% of 'North Clyde' residents identified as Māori in 2006, compared to 60.7% for Wairoa District and a national average of 14.6%.

In summary, the resident population is declining, and is projected to continue to decline, across the Wairoa District. 'North Clyde' is no exception. At the same time, the median age is projected to increase in line with an ageing population, with a significant increase in the 65+ year age group. The proportion of residents identifying as Māori in 'North Clyde' is significantly higher than the District as a whole, and almost 5 times the national average.

1.2 An Overview of the Regulatory Planning Framework Operating in ‘North Clyde’

The two operative planning documents under the Resource Management Act 1991 that regulate activities in ‘North Clyde’ are:

- the Operative Wairoa District Plan (June 2005); and
- the Operative Hawke’s Bay Regional Resource Management Plan (August 2006)

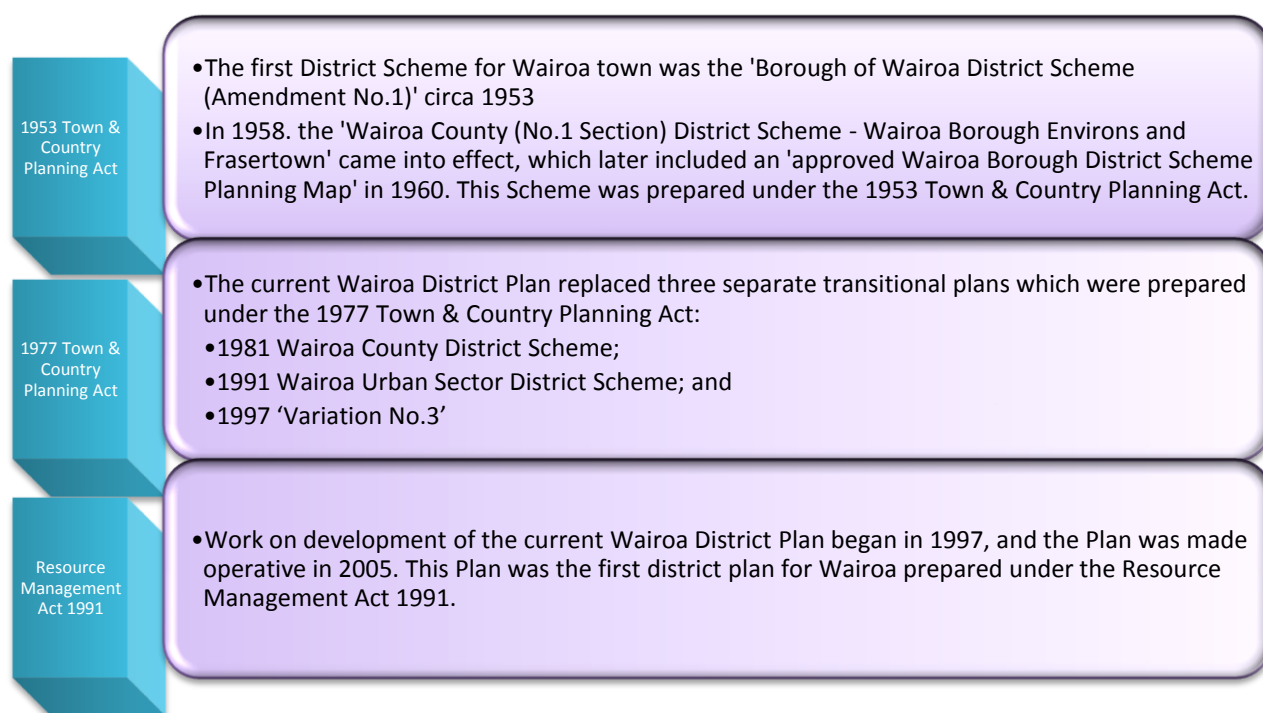
The following outlines the evolution of land use planning in Wairoa, and provides a backdrop to an understanding of the pattern of development that has perpetuated in ‘North Clyde’ since the 1900s.

1.2.1 District Plan Provisions

The Resource Management Act 1991 imposes certain restrictions on the use of land (section 9 of the Act). No person may use land in a manner that contravenes a district rule, unless the use is expressly allowed by resource consent, or the use has certain existing use rights (section 10 of the Act). The provisions of the Wairoa District Plan regulate land use and subdivision in the Wairoa District.

1.2.1.1 History of Land Use Planning Applying in ‘North Clyde’

Specific legislation for town planning commenced in New Zealand with the Town- planning Act 1926, which initiated a slow but steady growth in the development of town planning schemes – however, for various reasons (e.g. the Depression, World War II etc) very few district schemes were in place by the time the 1953 Town and Country Planning Act came into effect². The following provides a brief overview of planning legislation and the significant milestones in the development of land use planning provisions affecting ‘North Clyde’ since 1953.



² Reference: Abstract from Dr CL Miller, 2000, 'Town planning in New Zealand, 1900-1933 : the emergent years : concepts, the role of the state, and the emergence of a profession: a thesis presented in partial fulfilment of the requirements for the degree of Doctor of Philosophy in Planning at Massey University, Palmerston North, New Zealand'.

1.2.1.2 Brief History of Land Use Zones in ‘North Clyde’

The relevant District Plan Map showing the current zoning as it applies to ‘North Clyde’ within the operative Wairoa District Plan (June 2005) is attached as Appendix 1. This is summarised as follows:

- i) a core of ‘Town Centre’ Zone based around Carroll Street, from River Parade to Mahia Avenue, across to Bridge Street;
The Town Centre Zone is described in the District Plan as containing the main retail shopping area and surrounding mixed commercial area of Wairoa township, and is described as ‘essentially a mixed-use zone’. The Zone Description in the District Plan notes the Town Centre Zone is aimed at maintaining the mixed use character and amenity values within Wairoa’s town centre and its general low level development, while providing for flexibility in site development.
- ii) a large area of ‘Industrial’ Zone to the west of Carroll Street encompassing much of Crarer Street, the northern side of Ormond Street, and both sides of Kaimoana Street;
- iii) smaller pockets of ‘Industrial’ Zone around MacDonald Road, an area east of Freyberg Street incorporating Glengarry Place, and the area encompassing the Affco site at the end of Hunter Brown Street;
The Industrial Zone identifies North Clyde as the sole area of industrial zoned land in the District. The Zone Description in the District Plan notes that industry plays an essential role in the functioning of the District, in providing a significant source of employment and the provision of goods and services to the wider community. It also recognises that existing houses are interspersed with industrial activities in this setting, and that there is a need to manage that in terms of amenity values.
- iv) a pocket of ‘Residential’ Zone at the western end of Crarer Street and Ruataniwha Road across to Ormond Street; and
- v) a large ‘Residential’ zoned area east of Bridge Street and north of Mahia Avenue between Carroll and Freyberg Streets.
The Residential Zone covers the residential areas within Wairoa township (including North Clyde) and Mahia Beach. The Zone Description in the District Plan notes these areas as being primarily low-medium density housing and the primary purpose of the zone being to provide for residential activities, including a range of complementary non-residential activities associated with the day-to-day needs of residents. It also identifies these areas as having higher expectations of amenity, and as exhibiting the greatest sensitivity to effects such as noise, traffic etc.

Prior to the 1991 Scheme, the Borough of Wairoa District Scheme (Amendment No.1) and Code of Ordinances under the Town & Country Planning Act 1953; the Wairoa County (No.1 Section) District Scheme ‘Scheme Statement and Code of Ordinances 1958’; and the approved District Scheme planning maps from 1960, all show the emerging delineation of residential, mixed use and industrial-zoned land in ‘North Clyde’, and a pattern of incremental change is evident.

The current Operative District Plan largely emulates the previous zoning in the Wairoa District Scheme (1991) which zoned ‘North Clyde’ as a mix of ‘Mixed Use’, ‘Heavy Industry’, ‘Rural Residential’, and ‘General Residential’ zones – and generally follows a similar configuration (a copy of the relevant planning map in the 1991 Scheme is attached in Appendix 1).

The boundaries of the 'Heavy Industry' and 'Mixed Use' zones in the 1991 Scheme combine and translate closely into the current 'Industrial Zone' boundaries. In response to a change in approach signalled by the Resource Management Act 1991, and current planning practice at the time, the Operative District Plan reflects a rationalising of the number of zones in the District Plan.

In summary, there is a history of provision for industrial activity in 'North Clyde', and recognition of its mixed use nature, through a succession of local planning documents. Each successive district plan reflects incremental change, and each involved public notification and opportunities for community input during their development.

1.2.1.3 Zoning as a Method

Whilst the zoning of 'North Clyde' has evolved over successive planning documents, so has the approach to the use of zones. Zoning is a long-used technique used to divide areas of land or water into distinct areas in order to manage effects, activities or uses.

The arrival of the Resource Management Act 1991 saw a change in the approach to land use planning towards managing the 'adverse effects' of activities on the environment, as opposed to the activities or uses themselves. Therefore, whereas previous district schemes listed the individual activities that were allowed to establish in a particular zone (and those that would require a planning consent), the operative Wairoa District Plan instead provides for any activity to establish, provided it can meet the performance standards for the relevant zone. Performance standards in the operative District Plan are focused on the 'effects' of activities, and include noise, odour, glare, privacy, shading and visual amenity standards, signage, hazardous substances, natural hazards, earthworks standards and district wide rules around access and parking etc.

The standards or thresholds for various effects applying in each zone reflect the general sensitivity or amenity expectations of that zone. For instance, residential environments are considerably more sensitive to noise, shading and privacy effects, and are more susceptible to the effects of hazardous substances etc, than industrial environments. Therefore, the standards in the Residential Zone are significantly more restrictive. Conversely, areas that have a predominantly 'industrial' nature (i.e. the Industrial Zone) are deemed to be less sensitive to effects, and the standards are less restrictive.

There are also provisions applying in the 'Industrial Zone' of the operative District Plan that seek to impose greater restrictions on activities where they border more sensitive activities or areas (e.g. noise standards in the Industrial Zone are more strict for activities at the residential/industrial zone interface), reflecting that sensitive activities such as residences require greater protection from noise than industrial activities.

From a brief assessment of the 'Industrial Zone' standards applying in the operative District Plan, and an understanding of the issues that are arising both at the Residential Zone interface, but also for residences that are located within the Industrial Zone, the performance standards applying within the Industrial Zone and at zone interfaces are considered to be an area that would benefit from formal review.

It is important to note however, that any amendment to the rules/standards in the District Plan can only be applied to future land uses, they cannot of themselves remedy existing situations where activities have 'existing use rights' – other means will need to be investigated to address existing conflicts. The true value of any review of District Plan provisions will therefore be in terms of avoiding new potential areas of conflict from arising, and ensuring existing areas of conflict are not made worse.

1.2.2 Regional Plan Provisions

The Resource Management Act 1991 restricts (amongst other things) the taking of water (section 14) and the discharge of contaminants into the environment (section 15), unless expressly allowed by regional rules, national environmental standards, or a resource consent.

The provisions of the Hawke's Bay Regional Resource Management Plan (RRMP) regulate any discharges to air, land and water, and the taking of groundwater and surface water (amongst other things).

Of particular relevance to 'North Clyde,' the RRMP manages:

- Odour emissions
- Smoke emissions
- Dust emissions
- Contaminants to land, air or water from industrial or trade premises
- Stormwater discharges
- Wastewater discharges
- Chemical discharges
- Surface Water Takes
- Groundwater Takes

1.2.2.1 Relevant Regional Rules

Air

Discharges from the combustion of specified fuels are regulated by Rules 17 & 18, the burning of waste is regulated by Rules 19 through 20a, and discharges to air from industrial or trade premises are regulated by Rules 28 & 29. Essentially, minor discharges to air are 'Permitted', subject to a number of performance standards/conditions/terms. Compliance with all the conditions generally means that no resource consent will be required. However, if any conditions are not able to be met, non-compliance generally leads to a requirement for resource consent as a discretionary activity.

Discharges to Water

Minor discharges to water, discharge of drainage water, and diversion and discharge of stormwater, are regulated by Rules 31 through 52. Again, such discharges are either 'Permitted' or 'Controlled', subject to performance standards/conditions/terms – non-compliance with the conditions leads to a requirement for resource consent.

Water Takes

Rules 53 through 55 regulate the taking of groundwater or surface water. Minor takes are 'Permitted' subject to performance standards/conditions/terms; otherwise they require consent as a discretionary activity.

1.2.2.2 Regional Consents in Place in 'North Clyde'

There are very few active regional consents in place in 'North Clyde' – generally reflecting the relatively low number of discharges and low level of contaminant discharges occurring in the area (in comparison with heavy industrial areas in the larger urban centres). AFFCO Wairoa, Carters and Wairoa Timber Processors are the only industries in 'North Clyde' operating with regional consents in place at this time. These consents provide for discharges to occur, but have a number of conditions and monitoring and reporting requirements attached to them, to ensure any effects on the environment are avoided, remedied or mitigated.

1.3 Key Findings from Consultation with Key Industry, Business & Residents

As part of the development of this Strategy, consultation was carried out with the various stakeholders and wider community. The aim of this consultation exercise was to develop a fuller understanding of what issues are affecting 'North Clyde' from both an industry perspective and the perspective of 'North Clyde' residents, and to develop an understanding of the community's future aspirations for 'North Clyde'.

The consultation exercise involved:

1. Key Industry Stakeholders:
 - Individual meetings on-site with the operators of five key industries in North Clyde (selected with Council officer input) involving a tour of the facilities and discussion about various aspects of their operations.
2. Wider Business Stakeholders:
 - A mail-out to the wider business community of North Clyde, with a questionnaire inviting feedback on the way the North Clyde industrial area functions, generally.
3. North Clyde Residents:
 - Review of documents and reports previously presented by residents and 'North Clyde in Focus Incorporated' to the Wairoa District Council, to understand the issues raised by the community to-date;
 - Facilitation of two public Open Days, inviting North Clyde residents to raise issues, and voice their aspirations for their community into the future (and an invitation to provide additional written feedback following the Open Days, if desired).
4. Follow-up consultation with the various stakeholders, as and when appropriate.

A detailed summary of the consultation process can be found in **Technical Attachment A (Summary Results of Consultation)** accompanying this Strategy.

The following is a summary of the key findings from this consultation exercise.

1.3.1 Key North Clyde Industries

- Key industry operators interviewed identified noise, dust, traffic movements, smoke and odour as the main environmental issues for their business operations on an on-going basis. They all acknowledge that their activities are not without some impact on surrounding neighbours, and recognise they have a responsibility to minimise impacts as best they can.
- Discussions with these key industry operators indicate there is a genuine desire to be responsive to the concerns of the community and to make reasonable on-going improvements to their operations to continue to improve their environmental performance. However, they also consider there needs to be an acknowledgement by the community of the historical and legitimate presence of industry in North Clyde.
- Without exception, the key industry operators are happy to consider any practical suggestions to improve their environmental performance and to build better relationships with their residential neighbours, provided such measures are reasonable and are not cost-prohibitive.
- The Clyde Lumber operation is seen by many as being the most significant offender in terms of noise, vibration, dust, smoke and visual pollution in this area of North Clyde. Whilst the ceasing of sawmilling operations on this site significantly addresses these concerns, the future presents some challenges in terms of what is to become of that site and its long term use.

1.3.2 Wider North Clyde Business Community

- Business respondents consider North Clyde to be an appropriate location for their business, and the majority consider their particular zoning to be appropriate and conducive to locating their business there.
- Very few adverse effects are deemed a significant problem for the workplace environment, and most business respondents feel such effects are more of a minor or intermittent nature. Business respondents identify the empty/derelict buildings and sections in North Clyde as something that needs addressing, in line with the identification of ‘visual pollution’ and ‘crime security’ as the more prominent adverse environmental effects relevant to workplaces in North Clyde.
- When asked what they would like North Clyde to look like 20 years from now, the overall consensus appears to be that most would like North Clyde to remain or grow as Wairoa’s industrial/commercial hub, but for there to be a clearer definition between business and residential land use.

1.3.3 North Clyde Residents

- Residents noted that North Clyde was once a thriving community, and that it is the Maori stronghold of Wairoa.
- There is growing concern about a claimed deterioration in residential amenity, health and wellbeing for the residents of North Clyde, which is largely being attributed to industry operations and its proximity to residential dwellings, and a perceived under-investment in public infrastructure in North Clyde.
- Key suggestions arising from consultation with North Clyde residents, include:
 - A review of the Industrial Zone provisions in the Wairoa District Plan relating to North Clyde, with a view to better protecting residents from the potential adverse effects of industry;
 - Better environmental monitoring of industries in North Clyde;
 - More responsibility placed on the landowners of vacant sites/derelict buildings to keep them tidy and better maintained;
 - Better maintenance and investment in improvements to Council infrastructure assets in North Clyde, particularly stormwater/drainage infrastructure and pedestrian safety;
 - Greater investment in recreation facilities for North Clyde residents;
 - Encouragement of tourism and small business initiatives for North Clyde.

1.4 Overview of Environmental Performance

1.4.1 Complaints History

Complaints records relating to the 'North Clyde' area were obtained from Wairoa District Council and Hawke's Bay Regional Council during the development of this Strategy.

The history of complaints, and the reasons for those complaints, assists in developing a broad picture of the state of the environment of 'North Clyde', identifies trends in issues affecting residents, and provides an indication as to the sensitivity of residents to amenity effects within the area, and can help to identify changes over time.

1.4.1.1 Complaints Recorded by Wairoa District Council

In the 5 years from January 2008 to December 2012, Wairoa District Council recorded 32 complaints relating to the 'North Clyde' area (excluding the estimated 200+ party/loud music general noise complaints in 'North Clyde' in that 5 year period – based on an average of approximately 40 per year).

These can be categorised as follows:

- 11 relating to noise from operations at Wairoa Timber Processors;
- 6 relating to noise from timber processing operations at Clyde Lumber;
- 3 relating to odour from meat processing operations at AFFCO;
- 4 relating to smoke from operations at Wairoa Timber Processors;
- 3 relating to windblown sawdust and woodchip from timber processing at Clyde Lumber;
- 1 relating to noise and smoke from various sources (Clyde Lumber, Drager Transport, Wairoa Timber Processors);
- 1 relating to noise and dust from stock trucks along Hunter Brown Street;
- 1 relating to noise and fouling nuisance from starlings roosting in a tree on Mahia Avenue; and
- 2 relating to odour and flies from fertiliser application on Waiherere Road.

Of these, 6 complaints were recorded in 2008, 4 in 2009, 13 complaints in 2010 (9 of these were in relation to noise from Wairoa Timber Processors, and 3 were in relation to noise from Clyde Lumber), 4 in 2011, and 5 in 2012. Of the more recent complaints in 2011 and 2012, more than half were related to noise and sawdust emanating from the Clyde Lumber mill, and 3 complaints were specifically related to smoke from Wairoa Timber Processors.

1.4.1.2 Complaints Recorded by Hawke's Bay Regional Council

In the same 5 years, Hawke's Bay Regional Council recorded 8 complaints relating to the 'North Clyde' area. These are summarised as follows:

- 3 relating to odour from meat processing operations (AFFCO Wairoa);
- 1 relating to smoke from a boiler stack (AFFCO Wairoa);
- 2 relating to smoke from timber processing operations (Wairoa Timber Processors);
- 1 relating to odour from a campground wastewater system (Riverside Campground); and
- 1 relating to a truck discharging effluent to the road verge.

Of these, 2 complaints were recorded in 2008 (mostly associated with odour from meat processing), 2 in 2009, 2 in 2010, and 2 in 2012³. There had been 1 complaint recorded as of mid January this year (2013) relating to odour from a campsite wastewater system.

³ Note: There were 6 complaints recorded in the previous year (2007) – 5 of which related to odour from meat processing operations.

1.4.1.3 Summary of Issues Raised in Complaints

Complaints to Wairoa District Council in the last 5 years related to noise (20 complaints), odour (5 complaints), smoke (5 complaints) and dust (4 complaints).

Noise was by far the greatest area of complaint, and is clearly the most significant adverse effect impacting on residential amenity in North Clyde. The number of complaints was greatest in 2010 and the majority of these related to noise from yard activities occurring on the Wairoa Timber Processors site in the early hours or late at night. Of note, there have been no formal complaints about noise from the Wairoa Timber Processors site since November 2010, and the overall number of recorded complaints has decreased substantially since 2010.

Complaints to Hawke's Bay Regional Council in the last 5 years related mainly to offensive and objectionable odour (4 complaints) and smoke emissions (3 complaints). Complaints to the Regional Council have averaged 2 per year. Of note, there have been no complaints about odour from the AFFCO Wairoa site since April 2010.

A more detailed summary of recorded complaints can be found appended to **Technical Attachment A (Summary Results of Consultation)** accompanying this Strategy.

1.4.2 Industry Levels of Environmental Compliance

Wairoa Lumber, Wairoa Timber Processors, Drager's Transport and AFFCO Wairoa make up the larger proportion of industries operating in urban 'North Clyde' at the current time. As part of the development of this Strategy, it was considered appropriate to have a clearer understanding of the industrial activities occurring in the area, their environmental effects and their levels of environmental compliance.

Environmental Scoping Reports for each of these businesses were prepared and can be found in **Technical Attachment B (Environmental Scoping Reports for Key Industries)** accompanying this Strategy.

The purpose of these Environmental Scoping Reports was to clarify:

- what activities are occurring on these sites;
- what environmental effects are actually emanating from these operations (including effects that have generated complaints), and whether/how these are being addressed;
- the levels of environmental compliance with the relevant district and regional plans;
- the identification of resource consents currently held and the level of compliance with any conditions of those consents; along with
- recommendations for better addressing environmental effects that are likely to be emanating from these operations, where appropriate.

The Scoping Reports were developed using information obtained from a site visit accompanied by the Plant Manager/Business Manager at each site, data sourced from both Wairoa District Council and Hawke's Bay Regional Council, a broad desktop assessment, and input from Wairoa District Council's Environmental Health Officer. It is important to note that although these reports seek to provide an accurate representation of the operation's activities and an overview of their environmental impact, they are not comprehensive detailed environmental impact reports.

The following summarises the overall conclusions and recommendations from each of the Scoping Reports.

East Coast Lumber:

From the information available at the time of preparing this report it has been identified that the activities at East Coast Lumber are currently complying in most part with the Resource Management Act 1991 and the relevant district and regional plans.

Key recommendations for East Coast Lumber are:

- 1) To develop an Environmental Management Plan to include; on-going management of various aspects of the operation including dust suppression and noise reduction.
- 2) To progress the planned removal of the moth-balled timber treatment facility on-site, in a manner agreed with Hawke's Bay Regional Council.
- 3) To consider additional landscaping improvements along the boundary with Ormond Road (additional buffer planting) to better manage the impact of the yard on the visual amenity of adjoining residential dwellings.
- 4) To participate in any community advisory group that may be established to facilitate positive relationship building between local businesses and the residents of North Clyde.

Wairoa Timber Processors:

From the information available at the time of preparing this report it has been identified that the activities at Wairoa Timber Processors Limited are currently complying in most part with the Resource Management Act 1991 and the relevant district and regional plans.

Key recommendations for Wairoa Timber Processors are:

- 1) To maintain reasonable operating hours to ensure noise emanating from the site is reasonable, and that operations staff remain mindful of the amenity of adjoining residents.
- 2) To maintain active management of the operation (the boiler, in particular) and continuing to look for further ways to minimise the potential for offensive smoke, dust emissions and windblown sawdust incidents to arise.
- 3) To address the current 'non-compliance' with the conditions of Discharge Consent (DP060565W) by either installing the wetland as per the original consent application, or amending the size in conjunction with Wairoa District Council, or applying to Hawke's Bay Regional Council to have the consent conditions changed.
- 4) To participate in any community advisory group that may be established to facilitate positive relationship building between local businesses and the residents of North Clyde.

AFFCO Wairoa:

From a review of on-site activities, AFFCO Wairoa achieves general compliance with relevant District and Regional planning requirements. Wairoa District Council noise monitoring records show that the site operates slightly above District Plan noise standards from time to time. All discharge and water takes are subject to regional consents from Hawke's Bay Regional Council, and as such are subject to comprehensive consent conditions and regular monitoring requirements to ensure compliance.

The operation is subject to regular scrutiny (in addition to environmental regulations, AFFCO are also regularly audited by the USDA and EU, and are ISO 9002 certified and HACCP approved by the Ministry of Primary Industries). Over time, AFFCO Wairoa has progressively implemented (and continues to implement) measures in an attempt to respond to and address any significant adverse effects of its activities on the natural environment and on neighbouring residents.

Key recommendations for AFFCO Wairoa are:

- 1) To continue to achieve compliance with its regional consents.
- 2) To continue to identify opportunities, and implement technological and site management improvements, that result in on-going improvements in overall environmental performance.
- 3) To participate in any community advisory group that may be established to facilitate positive relationship building between local businesses and the residents of North Clyde.

Drager Transport:

From the information available at the time of preparing this report it has been identified that the activities at Drager Transport Ltd are currently complying in most part with the Resource Management Act 1991 and the relevant district and regional plans.

Key recommendations for Drager Transport are:

- 1) To develop an Environmental Management Plan to include; management of various aspects of the operation including dust suppression, noise reduction and hazardous substances management.
- 2) To consider additional landscaping improvements along the boundaries (additional fencing/buffer planting) to better screen the yard from adjoining residential dwellings.
- 3) To participate in any community advisory group that may be established to facilitate positive relationship building between local businesses and the residents of North Clyde.

1.5 Summary and Conclusions

1.5.1 Strengths and Opportunities

Consultation as part of the development of this Strategy indicates a community that is proud of their history, and who point to 'North Clyde' as once being a thriving community and as the Maori stronghold of Wairoa, and who have a genuine desire to see the area improved and reinvigorated.

There is an active group of 'North Clyde' residents who are passionate and vocal about the health and wellbeing of their community – that passion and drive is a powerful opportunity if it can be harnessed and directed towards implementing positive change through local empowerment.

For industry and business there are considerable locational advantages that make 'North Clyde' an attractive place for businesses to establish and operate, including:

- i) A history of established industry/commercial enterprise;
- ii) Proximity of complementary businesses;
- iii) Proximity to urban Wairoa in terms of employment, population and client base for many businesses;
- iv) Ready access to strategic transport networks (e.g. State Highway 2 and, until recently, the Napier-Gisborne rail link); and
- v) A regulatory environment that is conducive to attracting business (e.g. provision of industrial zoned land, few barriers to establishing new business).

Whilst recognising that their operations can impact negatively on their neighbours, the key industries in North Clyde consulted with as part of the development of this Strategy have all voiced a genuine interest in improving their environmental performance and continuing to contribute positively to the community where they can. This willingness to engage positively with the wider community presents an opportunity to build greater trust and more responsive relationships that would further help to effect positive change from within the community itself.

1.5.2 Challenges

Contemporary challenges affecting the community of 'North Clyde' are:

- i) A changing social environment – declining population, ageing population, challenging employment prospects;
- ii) A constantly changing economic environment – volatile timber prices, volatile meat prices, rail closure impacts, abandonment of land, building vacancy;
- iii) Conflicts arising from a mix of residential and industrial/commercial land use (e.g. the effects of new industry/business locating in close proximity to established residential environments, and the effect of new 'sensitive' activities locating in established industrial/working environments (also known as 'reverse sensitivity'));
- iv) Some community-held perception of a lack of regulatory effectiveness in managing land use conflicts (e.g. insufficient protection of residential amenity from the adverse effects of industry through the District Plan, a lack of Council monitoring and enforcement of environmental and health standards);
- v) Some community-held perception of a lack of Council investment in public infrastructure in 'North Clyde';
- vi) A varying degree of acceptance of the legitimacy and benefits of industry to the 'North Clyde' community; and
- vii) An element of community mistrust of Council and industry motivations.

1.5.3 Issues for the Development of a Strategy for ‘North Clyde’

Consultation as part of the development of this Strategy has identified a desire for North Clyde to be prosperous again and grow. Residents want a more cohesive community approach to development and infrastructure provision for the northern side of Wairoa, and better protection of their amenity and health and wellbeing. Industry and business want to be ‘accepted’ as legitimate activities and as positive contributors to the North Clyde and wider Wairoa community.

The most significant challenges for the development of a Strategy for ‘North Clyde’ are considered to be:

i) Expectations

Managing expectations for both businesses and residents in terms of what can be achieved through the Strategy and how fast it can be achieved is important to the success of any Strategy for North Clyde.

The Strategy can only provide a starting point and be a vehicle for positive long term change. Budgets, funding and economic realities need to be considered in developing practical recommendations that can be successful. Further, expectations of what Council can achieve needs to be managed. Council is a key stakeholder, but cannot achieve all. It is important that all stakeholders are empowered to play their part.

ii) Historical Context

The Strategy needs to recognise and provide for the unique and proud history of the area, and assist to protect those aspects which the community holds most dear. This includes understanding how history has shaped the development of North Clyde – the evolution of industry in this location; incremental changes to the planning framework applying to ‘North Clyde’ over time etc.

iii) Accountability

In developing this Strategy for North Clyde, questions have arisen around how to address the accountability of landowners, and their duty of care – how to address building vacancy, disrepair, vandalism and abandonment of land, and how to discourage further abandonment of land in the face of a declining population and challenging economic times. The Strategy cannot address this in itself, but presents a springboard to positively influence and support the community in addressing these issues collectively.

iv) Relationships

To be successful, the Strategy needs to balance the interests of both business and residents. Therefore, building relationships and greater understanding between the various stakeholders needs to be one of the cornerstones of the Strategy.

2 Developing a Strategy for ‘North Clyde’

2.1 A Vision for ‘North Clyde’

The following is a proposed vision for ‘North Clyde’, and a set of proposed guiding policies that seek to frame achievement of that vision:

“A healthy and cohesive ‘North Clyde’ community, supported by an economically and environmentally sustainable industry and business sector”

Proposed Policies (in no particular order):

- 1. Recognise and provide for the proud history of ‘North Clyde’ as the Maori stronghold of Wairoa, and the site of early settlement, trade and enterprise.***
- 2. Protect the amenity and health and wellbeing of ‘North Clyde’ residents.***
- 3. Recognise and provide for ‘North Clyde’ as the industrial powerhouse of the District.***
- 4. Encourage environmentally sustainable industry and business practices in ‘North Clyde’.***

2.2 Methods to Achieve the Vision

In achieving positive outcomes for the community of North Clyde, methods have been identified to both control/reduce current environmental issues and also avert new conflicts from arising or exacerbating existing conflicts, and to support a cohesive community response. The types of methods considered can be categorised as follows:

- regulatory methods (e.g. district plan, development contributions, environmental monitoring & enforcement);
- physical improvements (e.g. management of public infrastructure and community assets, individual site/operational improvements, attenuation measures, landscaping, strategic land or property purchase, relocation, community adoption of abandoned land/community assets);
- education & relationship building (e.g. information and advice to residents/ businesses/ industry, facilitation, advisory groups, consultative groups).

2.3 Analysis

The following is an analysis of the numerous methods that were identified through the Strategy development process, including those identified through the consultation exercise.

The analysis considers aspects such as:

- reasonableness;
- cost effectiveness
- practicality/workability/ability to influence;
- appropriateness; and
- likelihood of success.

The result of this analysis then provides a basis for determining which of the methods are recommended, and which are not.

Method	Discussion (<i>is the proposed method appropriate/ likely to succeed/ reasonable/ workable/ cost effective?</i>)	Recommended?
Move Existing Industry to New Locations Away from Residences	<p>In addition to the questionable legal ability to force relocation of legitimately established businesses, the physical act of moving existing industry is not a workable or cost effective solution.</p> <p>The cost of shifting significant infrastructure and plant is prohibitive, and the availability of suitable land with the required connections to Council services also presents a significant hurdle. Then the question arises as to who would carry the cost of relocating these industries – the industries themselves? Council? Ratepayers?</p> <p>In addition, given a declining population and an oversupply of housing, shifting industry out of the area would likely lead to new (and substantial) areas of abandoned land.</p>	NOT RECOMMENDED
Develop an Environmental Monitoring Programme for North Clyde	<p>Having some baseline data on key indicators of the state of the environment of North Clyde (e.g. ambient air quality, soil sampling) against nationally accepted standards would confirm whether industry is having an effect on the health of residents, and may assist in allaying community fears or identifying where they may be ‘real’ and where environmental performance may need to improve.</p> <p>However, such monitoring would involve engaging significant technical expertise/technology and would likely be expensive. Advice on the likely effectiveness of such monitoring should be sought in the first instance, and opportunities to work with Hawke’s Bay Regional Council in this regard could be investigated.</p>	RECOMMENDED
Support Industry-Specific Environmental Improvements	<p>The Environmental Scoping Reports for the four key industry operators in North Clyde identified practical and cost effective ways in which those key industries can improve their own environmental performance in a variety of ways. For example:</p> <ol style="list-style-type: none"> 1. Draggers Transport could consider developing an Environmental Management Plan to holistically address the effects of its operations (such as dust suppression practices, on-site management practices to reduce noise, and management practices for the handling and temporary storage of hazardous substances), and could also consider additional landscaping improvements (additional fencing/buffer planting) to better screen the yard from adjoining residential dwellings. 2. AFFCO Wairoa operations are regularly monitored, but the company should be encouraged to continue to identify opportunities and implement technological and site management improvements that result in on-going improvements in overall environmental performance. 3. Wairoa Timber Processors should continue to maintain reasonable operating hours, maintain active management of the operation (the boiler, in particular) and continue to look for further ways to minimise the potential for offensive smoke, dust emissions and windblown sawdust incidents to arise. 	RECOMMENDED

Method	Discussion (is the proposed method appropriate/ likely to succeed/ reasonable/ workable/ cost effective?)	Recommended?
	<p>4. East Coast Lumber could consider developing an Environmental Management Plan to address how it will address on-going management of various aspects of the operation including dust suppression and noise reduction, and could also consider additional landscaping improvements along the boundary with Ormond Road (additional buffer planting, and planting of the earth bund) to better manage the impact of the yard on the visual amenity of adjoining residential dwellings, and should progress the planned removal of the moth-balled timber treatment plant on-site in an environmentally appropriate way.</p> <p>Council could provide some assistance in the form of advice and technical support towards the development of Environmental Management Plans, and landscaping plans.</p>	
Review the Wairoa District Plan <ul style="list-style-type: none"> - <i>Remove Industrial Zoning over Residential Properties</i> - <i>Review the Industrial Zone Provisions in the District Plan (noise, vibration, hazardous substances, visual amenity)</i> - <i>Clearer definition between industrial and residential land uses</i> 	<p>The performance standards in the District Plan as they apply to North Clyde are considered to be an area that would benefit from formal review. The following are suggested areas for consideration in any such review:</p> <ol style="list-style-type: none"> 1. Consider minor adjustment of zone boundaries where appropriate, to address obvious anomalies; 2. Review the noise standards applying to activities in the District Plan generally, and in the Industrial Zone in particular; 3. Consider insertion of new noise attenuation requirements for noise sensitive activities seeking to establish in, or adjacent to, the Industrial Zone, and possible inclusion of a definition of 'noise sensitive activities'; 4. Consider insertion of new standards in relation to vibration as a way of addressing concerns around the adverse effects of vibration on nearby residential properties. 5. Review of the hazardous substances threshold activities listed in Appendix III to ensure it captures all relevant industrial processes of concern, and consider how thresholds should apply at zone interfaces; 6. Consider insertion of traffic movement thresholds for all zones, as a way to address varying sensitivity to traffic; 7. Consider insertion of hours of operation thresholds for all zones, as a way to address varying sensitivity to night disturbance. <p>It is important to note however, that reviewing the rules/standards in the District Plan can only be applied to future land uses, they cannot of themselves remedy existing situations where activities have 'existing use rights' – other means will need to be investigated to address existing conflicts. The true value of any review of District Plan provisions will therefore be in terms of avoiding new potential areas of conflict from arising, and ensuring existing areas of conflict are not made worse.</p>	RECOMMENDED

Method	Discussion (is the proposed method appropriate/ likely to succeed/ reasonable/ workable/ cost effective?)	Recommended?
Establish a 'North Clyde' Community Working Group, including Council/ Community/ Industry Representatives	<p>Establishing a community working group for 'North Clyde' would be a cost effective way to build positive relationships, develop open communication channels, and establish some trust between the various parties, which has progressively been plagued by mistrust and misunderstanding.</p> <p>Any such group should consist of representatives from the key industries, the wider business community, local Marae, residents' groups, and individuals – but should be limited in number to ensure it remains manageable. It would be appropriate for Council to facilitate the establishment of such a group, and maintain a presence on it.</p> <p>Regular meetings would provide a regular forum to raise issues (both current and future) openly and respectfully, and to facilitate positive ways of addressing them as a community. Such a group also has strong collective power to then advocate and be a catalyst for change in their community for the better, and could be a springboard for further community-based and economic development initiatives.</p>	RECOMMENDED
Council Purchase of the Clyde Lumber Site for Community Use	<p>Purchase of the Clyde Lumber site by the Council for community use as a recreation reserve involves significant cost beyond just the cost of purchasing the land itself, including:</p> <ul style="list-style-type: none"> - clearance/demolition of existing buildings and infrastructure across this large site (2.8ha); - implications of applying the 'National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health' (NES)⁴, given the site has a history of timber treatment (cost of site investigations, soil sampling, resource consents etc); - likely costs of remediation of the land to a standard suitable for close-contact community use; - cost of constructing new recreation/community amenities on the bare land; - planting and landscaping; and - ongoing asset maintenance into the future. <p>The cost is considered prohibitive, and again the question arises as to who would carry the cost...Council? Ratepayers?</p> <p>A rule of thumb of 10ha per 1,000 residents is a standard that has been applied historically across New Zealand as a guide in terms of open space provision. War Memorial Park in itself provides over 8ha of open space. With the North Clyde population currently sitting at 501 residents (Census 2006), this suggests that North Clyde is already well-supplied with public open space.</p>	NOT RECOMMENDED

⁴ The NES ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed - and if necessary the land is remediated or the contaminants contained to make the land safe for human use. All territorial authorities (district and city councils) are required to give effect to and enforce the requirements of the NES. It should be noted that the NES would apply in this situation if there was to be a change in land use, subdivision of the land or disturbance of the soil. It does not affect existing land uses.

Method	Discussion (is the proposed method appropriate/ likely to succeed/ reasonable/ workable/ cost effective?)	Recommended?
	<p>In addition, establishing a community reserve in this location would likely lead to new interface issues between adjoining industrial and town-centre zoned land and the addition of a new sensitive recreation area – which could lead to the creation of further ‘reverse sensitivity’ issues.</p> <p>An effective alternative may be to address the ‘quality’ and ‘accessibility’ of <u>existing</u> open space in North Clyde, rather than investigating a new area of open space.</p>	
Upgrade Recreation Amenities in North Clyde	<p>Refer above.</p> <p>Looking at ways of enhancing the visitor experience for existing open spaces in North Clyde, defining the kinds of amenities that the community would like provided, and also facilitating greater accessibility to these spaces (perhaps better/safer pedestrian and cycling connections to facilitate access), may be a cost effective way of increasing patronage of existing open spaces, creating more of a visitor destination, and improving connectivity and accessibility to these spaces for the residents of North Clyde.</p> <p>A review of amenities currently provided on existing recreation reserves in North Clyde (with community input), may be a simple way of identifying targeted, cost-effective improvements that could be made to create a more desirable destination. Ultimately, any improvements to recreation facilities would likely require a review of funding allocations and priorities in the Long Term Plan.</p> <p>In addressing the ‘quality’ of existing recreation amenities, it would also be important to review the accessibility to and from these reserves for residents.</p> <p>There are Reserve Management Plans developed for some reserves in the District, but not specifically for War Memorial Park (although Council has had long standing policies in place for War Memorial Park for some time). The Council is also about to properly form the walkway along the northern side of the river in this vicinity. Development of a Reserve Management Plan for War Memorial Park and the northern river walkway is considered an appropriate means to comprehensively identify and plan for long term improvements.</p>	RECOMMENDED
Improve Pedestrian and Cycling Infrastructure in North Clyde	<p>Refer above.</p> <p>A comprehensive review of North Clyde cycling and pedestrian infrastructure provision and requirements into the future, if developed with community input, could potentially enable more focused and targeted delivery of such facilities and achieve best value for money and could be a positive community-building initiative. Ultimately, any changes to cycling and pedestrian facilities in North Clyde would likely require a review of funding allocations and priorities in the Long Term Plan, and may involve NZTA input as road controlling authority for State Highway 2 which runs through the middle of North Clyde.</p>	RECOMMENDED

Method	Discussion <i>(is the proposed method appropriate/ likely to succeed/ reasonable/ workable/ cost effective?)</i>	Recommended?
Implement a Development Contributions Policy	<p>Development contributions are one way local authorities can pay for infrastructure needed to meet the demands of growth. The money collected from development contributions can only be used to offset the cost of public infrastructure that is needed to meet the additional demand from growth, including network infrastructure such as stormwater and transport, open space reserves and community facilities – such contributions cannot be used for general upgrades, maintenance or other un-related improvements to public infrastructure.</p> <p>Development contributions policies are expensive to develop (at least \$50k or more for a small local authority), as any setting of contributions needs to demonstrate that the amount relates directly to the actual costs to fund the portion of new infrastructure that is related to growth, and therefore require considerable expertise and technical input.</p> <p>Development contributions also ultimately add to the cost of development. This could be seen as a deterrent to development in the context of the Wairoa District, where development remains sluggish and difficult to attract.</p> <p>Given the expense involved in developing a Development Contributions Policy, and on-going implementation costs, and the sluggish development environment in the Wairoa District, this option is not considered to be a cost-effective measure at this time.</p>	NOT RECOMMENDED
Adopt Abandoned Land	<p>Council addresses issues on abandoned land where there is a health and safety imperative, and it is understood Council has done so on occasion. However, Council has no control over ownership of abandoned land.</p> <p>However, Council can support community-initiated adoption of abandoned land (short or longer term). Council could approach owners about possible adoption options on behalf of community groups, and could help support the initial set-up.</p> <p>Community adoption requires a highly motivated core group of community volunteers to establish and then continue the project. There is inherent difficulty finding and retaining committed volunteers, especially in communities where there is only a small pool of residents to begin with.</p>	RECOMMENDED (providing support for community-based initiatives)
Repair & Upgrade Council Infrastructure in North Clyde	<p>A review of Council's Asset Management Programme as it relates to North Clyde infrastructure provision and requirements into the future, could potentially enable more focused and targeted delivery of infrastructure to achieve best value for money, and could be a positive community-building initiative if developed with community input. Ultimately, any changes would likely require a review of funding allocations and priorities in the Long Term Plan.</p> <p>In the meantime, reviewing the current programme for the clearance and maintenance of existing open drains in and around North Clyde would provide some immediate benefits in terms of improving stormwater drainage issues.</p>	RECOMMENDED (reviewing Council's Asset Management Programme as it applies to North Clyde)

Method	Discussion (is the proposed method appropriate/ likely to succeed/ reasonable/ workable/ cost effective?)	Recommended?
Economic Development Initiatives	<p>It is not considered Council's function to investigate and establish tourism or business ventures of itself, but rather to support economic development generally.</p> <p><i>"Economic Development is viewed as a vital element in keeping the Wairoa District alive and thriving, both now and into the future. WDC works closely with the community to develop ideas and assist in turning thoughts into reality. This happens on many levels – from small community initiatives to large scale plans involving multiple entities.</i></p> <p><i>Council has an 'Economic Development Strategy' that identifies seven key, inter-related themes. Four of the themes are enablers, meaning that while they do not generate wealth in their own right, they are an essential component in facilitating and supporting local development and growth. These themes are:</i></p> <ul style="list-style-type: none"> • <i>Infrastructure</i> • <i>Planning</i> • <i>Regulation</i> • <i>Life</i> <p><i>The remaining three themes represent wealth-creating opportunities with the potential to add genuine value in economic terms to the district. These themes are:</i></p> <ul style="list-style-type: none"> • <i>Land</i> • <i>Business</i> • <i>Visitors"</i> <p><i>(Source: WDC website)</i></p> <p>Council currently employs two economic development officers, and funds the Wairoa Economic Development Agency (WEDA) – Te Matarae O te Wairoa Trust. WEDA has been developed to deliver the Wairoa District Councils 'Economic Development Strategy' in partnership with Council. The Trust aims to facilitate and encourage further economic growth by developing relationships/projects with other relevant stakeholders.</p> <p>Council also supports initiatives such as 'Upstream Wairoa Incorporated', which is a Business Action Group that has been established to provide the Wairoa Township with a calendar of promotions and activities designed to uplift revitalize and encourage economic spend from local and visitors alike (e.g. Christmas activities, events promotions, identifying options to address the issue of derelict shops on Marine Parade and to improve the entrances to the town). There may be some opportunity to expand the focus of Upstream Wairoa to consider initiatives for Carroll Street in North Clyde.</p>	RECOMMENDED (continue to support economic development initiatives)

2.4 Recommendations

The following set of recommendations is proposed as workable, cost effective actions to effect positive improvements for 'North Clyde'.

Some of these recommendations will likely require significant Council funding – the allocation of which needs to go through Council's Long Term and Annual Planning processes. Cost estimates are rough order only, and have not been comprehensively researched. It would be advisable to investigate likely costs in greater detail prior to formalising budget allocation.

Each recommendation also includes a suggested timeframe that will hopefully allow Council to prioritise and adequately budget for these over an achievable time period.

1) District Plan Review:

Bring forward a partial review of the Wairoa District Plan as it relates to issues specific to 'North Clyde'. This needs to consider:

- i) whether there are any obvious anomalies in zone boundaries in 'North Clyde' that may require minor adjustment;
- ii) insertion of performance standards for 'sensitive activities' seeking to establish in, or adjacent to, the Industrial Zone (i.e. noise attenuation, fencing/screening/landscaping, and an accompanying definition of 'sensitive activities');
- iii) insertion of additional performance standards to address establishment of new industry/business⁵ to protect existing 'sensitive activities'. For example, consideration of:
 - vibration standards,
 - landscaping requirements,
 - fencing/ screening/ bunding requirements,
 - traffic movement thresholds,
 - hours of operation;
- iv) review of the hazardous substances threshold activities listed in Appendix III of the District Plan to ensure they capture all relevant industrial processes of concern, and a review of how thresholds should apply at zone interfaces.

Rationale:	To avoid new potential areas of conflict from arising between different land uses, and ensuring existing areas of conflict are not exacerbated.
Responsibility:	Wairoa District Council.
Rough Order Cost:	<p>\$50,000 for partial plan review, and preparation of subsequent plan change.</p> <p>Plus, further budget allowance for formal Schedule 1 RMA public notification, submissions and hearings process.</p>
Suggested Timeframe:	2014/15

⁵ As already stated earlier in this Strategy, any review of the rules/standards in the District Plan can only be applied to future land uses, they cannot remedy existing situations where activities hold 'existing use rights'.

2) Environmental Monitoring Programme:

In conjunction with Hawke's Bay Regional Council, investigate and develop an appropriate environmental monitoring programme for 'North Clyde'.

It is envisaged this would involve air quality monitoring, soil sampling, and noise monitoring to test the state of the 'North Clyde' environment against accepted national standards.

Rationale: To verify the existence and severity of effects on the health and wellbeing of the residents of 'North Clyde'.

Responsibility: Wairoa District Council (noise).
Hawke's Bay Regional Council (air quality/soil health).

Rough Order Cost: \$20,000 initial budget to facilitate development of a monitoring programme.
Plus, ongoing monitoring budget to fund testing and sampling under any adopted monitoring programme.

Suggested Timeframe: 2013/2014

3) Reserve Management Plan:

Prepare a combined Reserve Management Plan for open space reserve areas in 'North Clyde', including War Memorial Park, the monument to Rev Henare Wepiha Te Wainohu on the corner of Carroll/Crarer Streets, and the walkway and reserve areas alongside the river. This would enable a process for community input into identifying desirable facilities for these reserve areas, and provide basis for budget allocation through Council's Long Term Plan & Annual Plan processes.

Rationale: To provide a long term community owned plan for maintenance and improvement of reserves in 'North Clyde'. Establish rationale and priority for expenditure on open space. Strategic use of available funds.

Responsibility: Wairoa District Council.

Rough Order Cost: \$50,000 for development of Reserve Management Plan (may lead to additional reserves budget allocation through Long Term Plan and Annual Plan processes).

Suggested Timeframe: 2014/15

4) Council Infrastructure Asset Management Initiatives:

a. Review/improve the asset management regime for Council infrastructure as it applies to 'North Clyde' (e.g. review the monitoring of the state of Council infrastructure assets in 'North Clyde', review the timing of planned/ programmed repair, maintenance and upgrading of Council infrastructure assets for 'North Clyde').	
Rationale:	To ensure 'North Clyde' infrastructure assets are given due priority within Council's asset management programme. Better focus for expenditure. Strategic use of available funds.
Responsibility:	Wairoa District Council.
Rough Order Cost:	Existing Council budget for the review (may lead to some re-prioritising of future asset allocation spend through Long Term Plan and Annual Plan processes).
Suggested Timeframe:	2013/14

b. Investigate network and safety improvements for pedestrian and cycling infrastructure in 'North Clyde', including consideration of the appropriate location for (and additional requirements for) pedestrian crossings, additional cycling facilities etc. This would benefit from community input.	
Rationale:	To provide stronger connectivity for the 'North Clyde' community, and greater accessibility to existing public open space reserves/assets. Better focus for expenditure. Strategic use of available funds.
Responsibility:	Wairoa District Council (in conjunction with New Zealand Transport Agency, as road controlling authority for State Highways).
Rough Order Cost:	Existing Council budget.
Suggested Timeframe:	2014/15

5) Community-Based Initiatives:

a. Facilitate the establishment of a 'North Clyde' Community Working Group, comprising a small group of voluntary community and industry representatives meeting regularly to discuss local issues, and potentially advocate collectively in the interests of 'North Clyde' – perhaps meeting on a regular six-monthly basis, with the ability to also convene as and when specific issues arise.	
Rationale:	To facilitate the early identification and resolution of issues as a community. To develop greater trust and awareness.
Responsibility:	Community and business (with support of Wairoa District Council in a facilitation role).
Rough Order Cost:	Minimal cost (individual's time, and coordination/convening costs).
Suggested Timeframe:	2013 onwards

- b. Facilitate community-based initiatives (e.g. community adoption of abandoned land, community street upgrades, community gardens, community driven economic development initiatives etc).**

There are plenty of examples of community-driven initiatives internationally and also within New Zealand – Christchurch short-term adoption of abandoned land, Blenheim street clean-ups, Raupunga community proposal for old toilet block). Such initiatives require active and ongoing community support.

Council could help facilitate these initiatives, including putting people in touch, and providing assistance with accessing external funding sources etc.

Rationale:	To empower people to make a difference in their own community. Immediate options to improve the amenity of 'North Clyde'. Proactive solutions.
Responsibility:	Community (with support of Wairoa District Council in a facilitation role).
Rough Order Cost:	Minimal cost (individual's time, and assistance of Council's Economic Development Officers). External funding sources.
Suggested Timeframe:	2014 onwards

- c. Technical Advice on environmental enhancement options, landscape mitigation measures, and assistance with development of Environmental Management Plans for individual businesses, on request.**

Rationale:	To encourage industry and business to continue to improve their environmental performance.
Responsibility:	Wairoa District Council.
Rough Order Cost:	Existing Council budget in terms of availability of staff to provide advice to business and the public. Plus, allocate budget for limited specialist assistance in the order of \$2,000 annually, to access preliminary professional expertise from environmental/landscape practitioners (limited to \$500 per business - <i>if detailed expertise required, this should be at industry/business' own expense</i>).
Suggested Timeframe:	2014 onwards



Opus International Consultants Ltd
Opus House, 6 Ossian Street
Private Bag 6019, Hawkes Bay Mail Centre,
Napier 4142
New Zealand

t: +64 6 833 5100
f: +64 6 835 0881
w: www.opus.co.nz



OPUS

Napier
Opus House
6 Ossian Street
Napier 4110
Private Bag 6019
Napier 4142

Tel: +64 6 833 5100
Fax: +64 6 835 0881

www.opus.co.nz