

Aorere ki uta Aorere ki tai - Tasman Environment Plan

Issues and Options Report

Urban Environment - District Wide

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Important Note

September 2021

The Minister for the Environment released the Exposure Draft Natural and Built Environments Act (NBA) on 29 June 2021 (the Exposure Draft). In that Exposure Draft, Minister Parker proposes to replace effects under the RMA with positive **outcomes**.

The NBA and the proposed Strategic Planning Act (SPA), and Climate Change Adaptation Act (CAA) will influence the development of the TEP and how we are required to manage and plan for Tasman district's environment.

As of September 2021, this is what we know:

1. The purpose of the NBA is to enable: -
 - (a) Te Oranga o te Taiao to be upheld, including by protecting and enhancing the natural environment; and
 - (b) people and communities to use the environment in a way that supports the well-being of present generations without compromising the well-being of future generations.
2. The purpose of environmental limits is to protect either or both of the following: (a) the ecological integrity of the natural environment: (b) human health and must be prescribed for at least these matters: air; biodiversity, including habitats and ecosystems; coastal waters; estuaries; freshwater; and soil.
3. Sixteen draft outcomes are identified (these are provided in Appendix 3)

Te Oranga o te Taiao is to be central to the new legislation, reflecting a te ao Māori approach. It also encapsulates the intergenerational importance of the health and well-being of the natural environment.

In this report the author will, where necessary and appropriate, address the issues and options from the perspective of the new NBA purpose and outcomes.

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1. Executive Summary

1.1 Introduction

Urban portfolio provides a policy framework for managing urban growth, urban design and development for Tasman district towns and centres including implementing the Future Development Strategy (FDS).

The district contains a dispersed pattern of about 20 small towns and local centres in a mainly rural setting. Notably the Tasman Resource Management Plan (TRMP) uses the word “settlement” whereas the Draft Aorere ki uta Aorere ki tai - Tasman Environment Plan (TEP) will be adopting the word urban or rural “centre” instead.

In the current TRMP and likely, in the new TEP, the policy provisions divide into two groups: (i) district-wide urban objectives and policies, and (ii) settlement/centre specific policies. This first report addresses the general, district-wide urban issues and options. A second report will address urban and rural centre specific issues and options.

Currently TRMP zones and policy do not meet the statutory requirements of the National Planning Standards (NPStds). It is a statutory requirement that the new TEP zones align with the NPStds. The TEP provides a timely opportunity to address this. The change will result in each zone having identified policy provisions, whereas currently the TRMP contains a policy set that primarily was effects-based and served several zones (e.g. Chapter 6 Urban Effects policy set provides for several TRMP business zones.)

Table A below summarises the options for aligning TRMP zones with NPStds and future urban needs. NPStds do provide some choice.

Table A: Summary of Options for aligning TRMP zones with National Planning Standards and providing for future urban development	
TRMP Chapters/Areas	NPS Domain
Chapter 6: Urban Environment Effects	Urban Form & Development
TRMP - Zones	NPStds - Zones
Rural Residential Serviced	Large Lot Residential zone
Residential	Low Density Residential zone
	General Residential zone
Medium density locations or areas within Residential zone Medium density locations or areas within Residential zone i.e.: Richmond South Development Area (RSDA) and Richmond West Development Area (RWDA) Motueka Compact Density Area (MCDA) and Mapua Special Development Area (MSDA).	Medium Density Residential zone
New option for RIDA?	High Density Residential zone
New option for Richmond CBD / RIDA / RWDA, and Motueka and Takaka	Mixed Use (commercial ground floor, residential above)
Papakāinga	Maori Purpose
Tourist Services	Commercial zone with Tourist Services precinct
Central Business (Richmond) - permits residential above ground floor	Metropolitan centre zone
Central Business (Motueka & Takaka) - permits residential above ground floor	Town Centre zone
New option for urban and rural centres (e.g. Wakefield, Brightwater, Murchison, Tapawera)	Local centre zone

New option for (for Richmond Motueka & possibly Takaka suburban centres)	Neighbourhood centre zone
Commercial	Commercial zone
Mixed Business	Light Industrial zone
Light Industrial	General Industrial zone
Heavy Industrial	General Industrial zone
Rural Industrial	Rural Industrial precinct within Rural Production and General Rural zones

Table B below show where this paper addresses the options for restructuring urban zones to meet the requirements of NPStds i.e.: Business zonings in Issue 2, Option 3; and Residential zonings in Issue 3, Option 1.

Table B: Sections of report that address the aligning TRMP zones with NPStds and future urban needs		
Zones	Issue	Option
Business	Issue 2 No consideration of the role of urban and rural business centres in the district or within the larger towns in the district.	Option 3 – Business centre hierarchy
Residential	Issue 3 Range of housing choice in Tasman is limited and increasingly, for many residents, housing is unaffordable.	Option 1 - National Planning Standard zone options for residential activity

1.2 Purpose and Scope

The purpose of this report is to outline specific issues around **the urban environment**, investigate potential options and define the recommended option(s) to address the issue. The feedback and direction received on the recommended option(s) will inform development of the Draft Aorere ki uta Aorere ki tai - Tasman Environment Plan (TEP).

Any draft recommended option(s) defined in this report will be tested with iwi, council, and community and may evolve during the course of the plan development process.

1.3 Outcome(s) Sought – for TEP urban provisions

The issues addressed in this district wide issues and options report in particular, help to achieve the outcomes underlined below.

The issues addressed in the *centres* issues and options report (to be released) in particular, help to achieve the outcomes *italicised* below.

1. Compact and resilient urban form:
 - (a) Urban environments that *make minimal use of land with productive values for urban purposes and (ii) minimise or mitigate significant risks from natural hazards and climate change;*
2. Centres that function well:

- (a) *Network services that are well designed, use resources efficiently, interconnected and create linkages both within and between centres - (i) Movement network, (ii) Stormwater, (iii) Wastewater, (iv) Water supply, (v) Energy network (vi) Multi-use green spaces and ecological corridors.*
- (b) Centres that provide diversity and choice for our population by:
- (i) Providing sufficient zoned land for urban activities (residential, business, greenspace recreation and open space),
 - (ii) Enabling centres to function well within the Tasman district and within the Nelson Tasman region,
 - (iii) Enabling a wide range of housing choices in centres that meet the needs of a diverse and changing population and that are located close to employment opportunities.
 - (iv) Centres that are successful places to live, work and play through:
 - sustainable design, and
 - provision of community services and facilities, including open space, that cater for all community sectors and through attention to health and safety.

3. Centres that have character and identity through:

- (a) *Enhancement and protection of natural, cultural and historic heritage features and values*
- (b) *Community sense of place*

4. Urban plan provisions that are fit for purpose.

1.4 Issue(s) and Options

Many factors affect and contribute to urban environments that are functional, resilient and responsive. This report will focus on particular issues that require review due to changing contexts and needs.

The issues and options addressed in this, district wide report in particular, help to achieve the outcomes underlined in section 1.3 above.

The issues and options addressed in the *centres report* in particular, help to achieve the outcomes *italicised* in section 1.3 above. The centres report is yet to be released.

Issue 1: Tasman (and Nelson) are experiencing high level of urban growth and demand for land for housing and business

Context

Tasman's population continues to grow, outstripping predictions by Stats NZ. The most recent population estimates from Stats NZ indicate that in the year ending June 2021, Tasman's population grew by 1.5% to reach 57,900. This followed a 3.8% increase in Tasman's population in the year

ending June 2020. Stats NZ estimated that the majority of Tasman's population growth in the year ending June 2020 was from positive net migration (more people moving here than leaving), and mostly from a net gain in internal migration (from other parts of New Zealand). Two-thirds of the population increase was in the age group 65 years and over.

Most of Tasman's population growth in recent years has been in the Richmond and Moutere-Waimea Wards. Golden Bay has also experienced relatively high population growth. Motueka's population has been relatively stable in recent years.

The opportunity and outcome sought is to provide sufficient zoned and serviced land for urban activities (residential, business, greenspace, recreation and natural / open space) in locations that are environmentally sustainable, that function well and are successful places for live, work and play.

Previous to the 2019 Nelson-Tasman Future Development Strategy (FDS), Council growth studies tended to focus on accommodating growth where it was obviously needed - in and on the periphery of the urban centres that were growing (Richmond Development Study, Motueka Growth Study). A growth demand and supply model informed the approach and the Long Term Plan confirmed infrastructure provision. Regional and district wide assessment of how and where best to accommodate growth was limited. A high level spatial growth strategy for the district and region (Nelson and Tasman), did not formally exist. Currently, the 2019 Nelson-Tasman Future Development Strategy (FDS) is filling this gap and is being reviewed. As a tier 2 Urban Environment under the National Policy Statement on Urban Development we are required to prepare an FDS and under the RMA we are required to provide sufficient development capacity in relation to housing and business land to meet the expected demands of the region.

The FDS sets out where Tasman district and Nelson city will accommodate housing and business growth over the next 30 years, with a mix of greenfields, rural residential and intensification sites, and provides a high-level spatial growth strategy for Nelson and Tasman. The FDS process, albeit high level, is thorough, includes community consultation and the final documents are adopted by the Tasman and Nelson councils. Also, the process is reviewed every three years.

The FDS plans for accommodating housing and business growth for the next 30 years, at high level, then inform many of Council's other plans including LTP, Infrastructure Strategy, Regional Land Transport Plan, TRMP plan change programme and the TEP.

Following the FDS recommendations and Long Term Plan decisions, new urban land is incorporated into the TRMP /TEP through RMA Schedule 1 statutory plan change processes. The RMA Schedule 1 section 32 assessment process requires further more fine grain assessment of whether the proposed options are appropriate, effective and efficient and result in fine tuning of the approximate boundaries of growth areas in the FDS.

As the FDS recommended growth locations are dispersed across most, but not all of the centres, incorporating the FDS recommendations into the new plan will involve updating / amending the urban plan provisions generally and those that relate to Tasman's towns and centres, i.e. general urban and centre specific policy sets, zones and rules.

Currently council is progressing some TRMP plan changes to provide land for growth in locations where most needed as per the recommendations of FDS, 2019.

An appropriate way of integrating the FDS recommendations for spatial growth into the new TEP is for Council to develop or update a design proposal for each centre. The proposals would incorporate FDS recommendations regarding growth locations relevant to the centre; collate new and updated information about each centre; serve as a basis for further consultation and for the new TEP - with updated general and Centre specific policy sets, amended zones, zone locations and rules as necessary. (*Centres issues and options paper refers*).

Options

The table below shows the options identified to address this issue and the option that is recommended.

Option Number	Option Name	Description of Option	Recommended
Option 1	Emerging - Council RMA process to provide for growth - post FDS, 2019	FDS proposals for urban growth, both general and spatial, are integrated into new TEP development process through provision for adequate land supply (zoning) and providing for livable centres through integrated and sustainable urban design. For TEP, this includes developing or updating a design proposal for each centre which serves as a basis for further consultation and for new TEP provisions. (<i>Centres issues and options paper refers</i>).	Y
Option 2	Consider growth needs of centres individually	Previous to the first FDS, 2019, Council considered the growth needs of each centre without reference to an approved Tasman (and Nelson) high level future development strategy and spatial plan.	N

Issue 2: No consideration of the role of urban and rural business centres in the district or within the larger towns in the district.

Context

The TRMP lists 19 settlements / urban and rural centres with associated policy sets particular to that settlement. Some of the centres comprise a residential cluster (e.g. Best Island), others are established towns with a full spectrum of 'urban' zonings (e.g. Murchison, Takaka, Richmond). The TRMP contains no criteria for what constitutes a settlement / urban centre. Better definition will contribute to the development of a more systematic centre hierarchy within the district and help to clarify the role and relationship of the urban and rural centres with one another.

The TRMP does not provide a business centre hierarchy for the centres in the district (inter-centre strategy or hierarchy that addresses how centres function within and between each other). Such a hierarchy needs to take account of Nelson. Similarly, there is no central and neighbourhood business centre hierarchy for the larger towns - Richmond, Motueka and Takaka (intra-centre hierarchy). A business centre hierarchy will assist to maintain the central role, health and vibrancy of the central

business area of the towns whilst also providing for local or neighbourhood business centres as the larger towns expand.

The opportunity and outcome sought is to enable the urban and rural centres within Tasman to function well within the district and the Nelson Tasman region, by considering the role of business centres within the region, how the centres relate to and complement one another.

Any centre and neighbourhood business centre hierarchy needs to align with the urban zone hierarchy provided for in the National Planning Standards and for regional purposes with the Nelson City plan hierarchy.

Options

The table below shows the options identified to address this issue and those that are recommended.

Option Number	Option Name	Description of Option	Recommended
Option 1	Status quo	Other than updating the policy sets, make no changes to the list of settlements in TRMP.	N
Option 2	Settlements (TRMP) / Centres (TEP) listed in the plan	In line with agreed criteria, review TRMP list of settlements and consider whether they qualify as a (TEP) centre, and whether there are any new additions to that list - per attached Appendix 5 (a) and (b)	Y
Option 3	Business centre hierarchy – first option	(a) Consider the role of business centres within the Tasman Nelson region and develop a business centre hierarchy in line with NPStds zones (inter-centre hierarchy); and (b) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the NPStds zones (intra-centre hierarchy) per attached appendix 5(a) and (b).	Y
Option 4	Business centre hierarchy – alternative option	Establish a business centre hierarchy at policy level, but rezone to NPStd zone that is the closest equivalent to existing TRMP zoning (e.g. TRMP – Commercial to NPStd - Commercial).	N

Issue 3: Range of housing choice in Tasman is limited and increasingly, for many residents, housing is unaffordable.

Context

In Tasman district, the dominant housing type is traditional free-standing, low-density housing. Greater choice of housing type is required to meet the needs of a diverse and changing population.

The opportunity and outcome sought is to increase both the range and density of housing choices in urban areas, including affordable choices, healthy and sustainable choices, papakāinga development, and housing types that are suitable for all demographics including young families and the elderly.

Increasing Density

There are several good reasons to increase the density of urban development including:

- reducing urban expansion onto the high productive land that surrounds most of Tasman's urban centres
- catering for an ageing population with the accompanying increased demand for smaller, single occupancy households
- in Tasman district, there is an abundant supply of traditional low-density housing – as mentioned above, greater choice is required
- further residential expansion of some urban centres is not possible due to climate change and the need to reduce vehicle travel
- enables walking and cycling which leads to less congestion and improved health outcomes
- minimising the impacts of urban development on the natural environment.

However, increasing density is currently having a negative effect on housing affordability. To date, the Tasman experience shows that the price of medium density housing is less affordable than the cost of established standard density housing.

The TRMP manages density through setting minimum and average lot sizes for urban development together with a set of bulk and location standards (including building height, height in relation to boundary, open space requirements etc.) Currently the policy approach is to increase density by enabling and encouraging medium density development in specified locations assessed as suitable for such development.

Defining Density

To date the TRMP defines standard and medium density development, but does not define or address high density development. Possibly defining both higher and medium density development would increase plan legibility.

Standard Density Residential

Generally, but with some exceptions, minimum lot sizes are 350m² in Richmond and Motueka and 450m² everywhere else in the district where wastewater services are provided. Average lot sizes apply if the area to be subdivided is greater than 1 hectare (Motueka and Richmond) or, for everywhere else, more than three lots are being created. Maximum building coverage is 40 percent in Richmond, Motueka, Wakefield and Brightwater, if detention is provided and 33% everywhere else. Maximum permitted building height is 5m if lot size is 400m² or less, and 7.5m if more. Comprehensive development is provided for at RD/D consent level.

The attached Appendix 6 summarises key TRMP Residential zone standards per centre next to the NPStds equivalent.

Medium Density Residential

TRMP provides three forms of medium density housing in the Residential zone:

- 'Comprehensive residential development' form provides for a limited form of medium density housing within the Residential zone throughout the district outside of the 'specified development areas'. The rule framework for Comprehensive development, which has existed in the TRMP since its inception, provides limited encouragement for medium density development. It requires high levels of consent, provides for a limited level of density and,

other than provisions for minimum site size and coverage, provides no design guidance for the public or decision makers.

- ‘Compact Density development’ is provided for in new or ‘greenfield’ development areas in Richmond South and West on the outskirts of Richmond, Motueka Compact Density Area and Mapua Special Development Area.
- The ‘Intensive housing’ form was developed for residential areas in central Richmond (Richmond Intensive Development Area), This form was developed to encourage appropriate, high-amenity medium-density housing in a ‘brownfields’ or ‘already developed’ location close to the town centre.

Central Business District and Commercial zone density

TRMP permits building up to 10m (three storeys) in height in the Central Business District, Commercial and some Tourist Services zones (the equivalent NPS zones proposed for TEP are the metropolitan and town centre zones). As the TRMP zones currently provide for residential use above ground floor, increasing building height would enable more residential as well as more commercial development in these zones.

Housing choice - Non plan incentives to provide smaller dwellings

Current TDC development contribution policy provides a discount for small dwellings district wide, but no surcharge or disincentive for large dwellings.

Housing for the full demographic spectrum, including young families and the elderly

TRMP Urban Design Guide includes a universal housing guideline to encourage provision for lifetime housing. An option is to expand design guidance to specifically include guidance for addressing needs of young families as well as elderly.

TRMP does not provide specific standards for retirement villages, although Tasman has several, located primarily in Richmond. Consent planner feedback notes that such villages fit adequately within a residential policy/ rule framework and suggest policy direction would be helpful but that specific rules sets are unnecessary.

Beyond the ambit of the RMA and TRMP, Council manages a limited stock of pensioner housing at reasonable rental rates for Tasman residents.

Papakāinga development

TRMP has a Papakāinga zone and a limited rural policy framework, but no urban policy framework. TEP workstream is in process to review and update the TEP planning framework.

Housing Affordability

“There are a number of indicators measuring affordability of house prices, but they all point to Tasman being severely unaffordable. This is not helped by lower than national average household incomes, which are 13% below the New Zealand (NZ) average and have only caught up by 2% in the last 20 years”¹. Despite Tasman’s unaffordability context, TRMP does not specifically address the issue of housing affordability.

Many factors which contribute to the cost of housing fall outside the scope of Councils and the RMA. Generally national level interventions are needed that: improve the capability and capacity of the construction sector; ensure material costs are minimised through timely and appropriate supply; ensure financial arrangements are in place that genuinely ensure that houses can be afforded

relative to income; provide certainty that infrastructure is available to service increased growth opportunities; ensure developer-imposed covenants do not frustrate intended outcomes. However, there are some options open to Council to improve the situation at district level such as:

- Council partnering with and supporting a local housing provider to provide affordable housing. There are various ways this could be achieved, such as: by providing land, partnering on an affordable, medium density housing development; not charging consenting fees or development contributions.
- Inclusionary zoning is a mechanism that Councils are discussing, and some are incorporating into RMA plans, with the aim of increasing the stock of affordable housing locally and on a regular basis over time.

Options

Options relating to density, size and affordability of housing are considered.

The table below shows the options identified to address this issue and those that are recommended.

Option Number	Option Name	Description of Option	Reco - mended
Option 1	National Planning Standard zone options for residential activity	1.1 Status Quo Carry over TRMP zone settings with no further enabling of choice or increased density, noting the need to match the planning standards zones.	N
		1.2 Progress work to align current Residential zone provisions with NPStds in line with Appendix 7.	Y
Option 2	Standard Density Residential	2.1 Status Quo	Y
		2.2 Generally increase the density of the TRMP 'standard residential density' provisions through various methods.	N
Option 3	Medium Density Residential	3.1 Status Quo	N
		3.2 Enable medium residential density development further through various methods.	Y
Option 4	Higher Density - in or next to town centres	4.1 Status Quo	N
		4.2 Provide for higher density residential development in or next to town centres.	Y
Option 5	Development contributions and housing choice	5.1 Status Quo	N
		5.2 Increase housing choice through amending development contribution policy to introduce a surcharge for large dwellings (4 or more bedrooms).	Y
Option 6	Housing Affordability	6.1 Status Quo	N
		6.2 Investigate and consult on introducing 'inclusionary zoning' into TEP for specified locations and / or for every development above a certain size.	Y
		6.3 Council partner with and /or support a local housing provider to provide affordable housing – further.	Y

Issue 4: Design guidance is out of date and limited

The opportunity and outcome sought is to continue to improve the design of our towns and centres so they are successful places to live, work and play while maintaining and enhancing healthy natural environments.

Context

Urban Design Guidance

Increasingly the national directive is encouraging and requiring the development of urban areas that are well-functioning and responsive to growth and other changes, including by— (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area. For these objectives to be achieved, good urban design is critical.

Broadly at urban centre design level, during the currency of the TRMP, an integrated approach to urban planning, has co-located compatible activities and separated incompatible activities from one another, using the zoning method. Notably, the development consented through the Housing Accords and Special Housing Areas legislation in Richmond West upset this principle in that location.

The TRMP currently provides urban design guidance for medium density development, particularly subdivision rather than building design guidance. But the Urban Design Guide's limited regulatory application to medium density development in the 'development areas' (Compact and Intensive development methods) in Richmond, Motueka and Mapua has limited its impact on the quality of urban design and development across the district. Also, the urban design guide was developed about 15 years ago and is in need of update.

The voluntary nature of the Nelson Tasman urban design panel has limited its effectiveness. But feedback indicates that the panel's mere existence may positively encourage better design and panel intervention may assist design outcomesⁱⁱ. Also, feedback from developers indicates that a focus on regulatory effectiveness is preferred as it increases certainty and decreases risk.

Currently, the Council environmental policy and consents team does not have specific in-house urban design experience, an option may to be employ staff / consultants to provide this input into both the plan making and consent processes, early.

Designing urban spaces that incorporate, maintain and enhance the natural environment.

Increasingly the national directive and community context is encouraging and requiring that sustainable environmental standards are met. In particular, the NPS-Freshwater Management, 2020 recently set new policy direction and standards for maintaining the quality and quantity of freshwater and ecosystem health. NPS -FWM requires councils to manage freshwater under Te Mana o te Wai, a concept which embodies the importance of water in protecting the health, wellbeing and mauri (life force) of water. Requirements include:

- Managing freshwater in a way that 'gives effect' to Te Mana o te Wai (including prioritising the health and wellbeing of water bodies, then the essential needs of people, followed by other uses)
- Improving degraded water bodies, and maintaining or improving all others using bottom lines defined in the Freshwater NPS
- New attributes, aimed specifically at providing for ecosystem health.

Also, the National Biodiversity Strategy promotes and the Draft NPS for National Biodiversity requires a minimum level of biodiversity in urban environments.

Over the past several years, Council’s key policy and planning documents for reserves, network infrastructure provision and resource management have incorporated provisions with objectives of mimicking, protecting and enhancing the natural environment. On several occasions, Council has implemented projects that integrate stormwater management and open space reserve networks with biodiversity enhancement (Borck Creek development in Richmond South and West). TRMP contains definitions of ‘low impact design’ and low impact building design’ and policies that support LID.

Design guidance, which is critical to assist developers to make a step change to achieve such objectives, has not always been sufficiently available or sufficiently helpful. (e.g. implementation of Richmond open space and reserve network policies and Richmond Intensive Development Area requirement for the discharge of stormwater into ground by infiltration).

Options

The table below shows the options identified to address this issue and those that are recommended.

Option Number	Option Name	Description of Option	Recommended
Option 1	Status Quo	Current Council urban design guidance and capacity.	N
Option 2	Urban Design Guidance	Update and expand current TRMP /TEP urban design guidance and include stronger requirements to comply with it for new development.	Y
Option 3	Low Impact Design Guidance	Review and update the availability and adequacy of TDC design guidance for implementing low impact design.	Y
Option 4	Urban Design Guidance	Develop in-council urban design capacity.	Y

Issue 5: As centres grow and change, they can lose their distinctive sense of place, identity and character.

Context

Several centres in Tasman are experiencing development pressure as a result of the increasing demands of growth, tourism or both.

The opportunity and outcome sought is to maintain and enhance what communities value about their centres as they grow and change.

TRMP s35 evaluation process concluded that the TRMP does provide some pathways, albeit inconsistent and unclear, to ensure that developments are compatible with the local and surrounding character of the area. (*Objective 6.7.2 Maintaining and enhancing the distinctive character of urban settlements and integration between settlements and their adjoining landscapes.*)

Some successful outcomes were achieved for settlements where distinctive character is described or provided for (e.g. Marahau, St Arnaud). In other cases, successful outcomes may have been achieved, but not be due to the plan, rather due to sensitive resource consenting decisions (e.g. Kaiteriteri).

The main issue with the current TRMP policy is “what is distinctive character?”

A further issue is if ‘distinctive character’ is identified, how it best maintained or enhanced - through regulation versus information, guidance and encouragement or a combination of methods?

The centres have their own distinct character, sense of place and identity not only due to the character of the built and cultural environment but also due to the natural environment in which they are located. TRMP provisions relating to protected trees, historic, cultural and natural heritage, and the Landscape Priority Area - within which St Arnaud is located, contribute to centre character and sense of place. The provisions will be updated and rolled over to the new TEP.

Addressing some information and policy gaps is likely to assist the maintenance and enhancement of the character and sense of place of the centres and adjoining environments. Currently, workstreams that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage are being developed for incorporation into TEP. Many of these outstanding or significant areas and features are viewed from, located within or near centres and contribute to the centres character, sense of place and identity (e.g. St Arnaud, Murchison, Tapawera, Upper Moutere, and coastal centres such as Kaiteriteri, Marahau).

The feedback from TEP 2019 community engagement process provides helpful information, about what local residents value about the places they live and frequent.

Recent public transport planning exercises for the district include information about significant destinations in urban centres. This new information will contribute to centre ‘sense of place’ information.

Options

The table below shows the options identified to address this issue and those that are recommended.

Option Number	Option Name	Description of Option	Recommended
Option 1	Status Quo		N
Option 2	Improving plan effectiveness using available information	(a) At TEP policy level, with lines of sight to rules, describe key features and landscapes that contributes to the character, sense of place and identity of the centres, and (b) Monitor the impact of the updated and new TEP provisions relating to protect outstanding natural landscapes and features, coastal natural character and cultural heritage on centre character, sense of place and identity.	Y
Option 3	Improve plan effectiveness by obtaining	Undertake a character assessment of all or some the urban centres by a suitably qualified person. The outcome of such assessment work would likely be the development	N, at this stage, review after

	new information	of a subdivision and building design guide for each / some centres.	community engagement
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1.5 How Issues relate to Iwi Interests and Values

Several TEP work streams that relate directly to Iwi interests are relevant to urban environments and will apply to the planning framework for urban development. These workstreams include:

- Improved plan provisions for papakāinga developments
- Improved information and mapping of culturally significant sites
- Information and mapping of outstanding natural landscapes and features
- Improved information and mapping relating to natural hazards
- Information available about Significant Natural Areas on public land (surveys in process).

This urban issues and options paper includes recommendations to:

- Improve the range and density of housing choices in urban areas, including affordable choices, healthy and sustainable choices, papakāinga, and housing types that are suitable for all demographics including young families and the elderly.
- Increase urban density to further avoid use of high productive land for urban development.
- Improve urban design guidance and require consistency with the Urban Design Guide more broadly. This includes: (i) developing design guidance about Maori design principles; and (ii) improving design guidance for low impact design (LID) for purposes of minimising effects on the natural environment.
- As centres grow and change, maintaining and enhancing their distinctive sense of place, identity and character, which includes restoring and enhancing sites, features and landscapes of cultural significance to Iwi.
- Suggestion to include Natural Open Space zone as a new zone in TEP to improve biodiversity and ecosystem health in district, including urban areas.
- The retention of the current TRMP deferred zoning mechanism that requires land to be serviced before it is released for urban development. Deferring zoning until services are provided is designed to prevent adverse effects of urban development on surrounding natural environments.

Iwi management plans and strategies indicate that at high level, these issues are supported by Iwi.

1.6 Summary of Analysis

TEP consultation, 2019.

- Community engagement, 2020 (included engagement sessions at centres) (TDC website, internal summaries).

Growth planning:

- Future Development Strategy, 2019. Replacement FDS scheduled for completion by July 2022
- Growth Demand and Supply and Development Model (GDSM), 2021
- LTP and, Infrastructure Strategy and Activity Management Plans, 2021
- TDC-GIS-LTP maps, 2021, including network and community service maps, 2021
- Proposed TRMP Township Plan Change and Richmond South South Plan Change
- Assessments of subdivision and building consents and average lot sizes.
- Reference to Iwi management plans lodged with Council, including:
 - Poipoia Te Ao Tūroa, Ngāti Rārua Environmental Strategy, 2021
 - Te Tauihu intergenerational Strategy, 2020
 - Ngāti Tama ki Te Waipounamu Trust, Environmental Management Plan, 2013
 - Nga Taonga Tiku Iho Ki Whakatu Management Plan, 2004
 - Reference to Tasman Environment Plan Partnership Working Group: Record of Policy Direction Received from Iwi Representatives; and Identification of Te Ao Māori, Cultural Values Framework and/or Mātauranga Māori Opportunities for Aorere ki uta Aorere ki tai -Tasman Environment Plan (TEP), 2021
- Assessment of other district plans, particularly:
 - Proposed Marlborough Environment Plan (neighbour)
 - Draft Whakamahere Whakatū Nelson Plan for reasons that neighbour and implements National Planning Standards
 - Proposed Selwyn District Plan, Upper Hutt District Plan Review; New Plymouth Proposed District Plan for reasons that plans implement the National Planning Standard zones and the territorial authorities bear some similarity to the Tasman district in terms of demography and dispersed location of towns and centres)
 - Queenstown Lakes Proposed District plan in relation to inclusionary zoning
 - Hamilton and Wellington City Council in relation to development contributions policy and pre NPStds business centre hierarchy provisions.

1.7 Recommendations

To address the issues, the following options are recommended:

Issue	Recommended Option
Issue 1 Tasman (and Nelson) are experiencing high	Option 1: Emerging Status Quo - Council RMA process to provide for growth - post FDS, 2019

Issue	Recommended Option
level of urban growth and demand for land for housing and business	<p>FDS proposals for urban growth, both general and spatial, are integrated into new TEP development process through provision for adequate land supply (zoning) and providing for livable centres through integrated and sustainable urban design.</p> <p>For TEP, this includes developing or updating a design proposal for each centre which serves as a basis for further consultation and for new TEP provisions. (<i>Centres issues and options paper refers</i>).</p>
<p>Issue 2</p> <p>No consideration of the role of urban and rural business centres in the district or within the larger towns in the district in TRMP.</p>	<p>Option 2: Settlements (TRMP) / Centres (TEP) listed in the plan In line with agreed criteria, review TRMP list of settlements and consider whether they qualify as a (TEP) centre, and whether there are any new additions to that list - per attached Appendix 5 (a) and (b) below.</p> <p>Option 3: Business centre hierarchy – first option (a) Consider the role /function of business centres within the Tasman Nelson region and develop a business centre hierarchy in line with NPStds zones (inter centre hierarchy); and (b) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the NPStds zones (intra centre hierarchy) - per attached Appendix 5 (a) and (b).</p>
<p>Issue 3</p> <p>Range of housing choice in Tasman is limited and increasingly, for many residents, housing is unaffordable.</p>	<p>NPStds</p> <p>Option 1.2 Progress work to align current TRMP Residential zone provisions with NPStds in line with Appendix 7 which enable increased housing choice and density.</p> <p>Standard Density Residential</p> <p>Option 2.1 Retain status quo.</p> <p>Medium Density Residential</p> <p>Option 3.2 Enable medium residential density development further through various methods.</p> <p>Higher Density - in or next to town centres</p> <p>Option 4.2 Provide for higher density residential development in or next to town centres.</p> <p>Development contributions and housing choice</p> <p>Option 5.2 Increase housing choice through amending development contribution policy to introduce a surcharge for large dwellings (4 or more bedrooms).</p> <p>Housing Affordability</p> <p>Options 6.2 Investigate and consult on introducing ‘inclusionary zoning’ into TEP for specified locations and / or for every development above a certain size.</p> <p>Options 6.3 Council partner with and /or support a local housing provider to provide affordable housing – further.</p>
<p>Issue 4</p> <p>Design guidance is out of date and limited</p>	<p>Urban Design Guidance</p> <p>Option 2: Update and expand current TRMP/TEP urban design guidance and include stronger requirements to comply with it for new development.</p> <p>Low Impact Design Guidance</p>

Issue	Recommended Option
	<p>Option 3: Review and update the availability and adequacy of TDC design guidance for implementing low impact design.</p> <p>Urban Design Guidance Option 4: Develop in-council urban design capacity.</p>
<p>Issue 5 As centres grow and change, they can lose their distinctive sense of place, identity and character</p>	<p>Option 2 Improving plan effectiveness using available information</p> <p>(a) At TEP policy level, with lines of sight to rules, describe key sites, features and landscapes that contribute to the character, sense of place and identity of the centres, and</p> <p>(b) Monitor the impact of the updated and new TEP provisions that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage on centre character, sense of place and identity.</p>

2. Principles Underpinning the Development of the TEP

2.1 Guiding Principles

The Council will use guiding principles in the development of the TEP. These principles are the philosophy and values that will underlie the approach and content of the TEP, but will not in themselves have specific objectives, policies or methods. The anticipated outcomes of the TEP should achieve these principles.

The principles are:

The principles for developing the Aorere ki uta, Aorere ki tai – Tasman Environment Plan are:

1. To recognise the interconnectedness of the environment and people, ki uta ki tai / mountains to the sea.
2. To enable healthy and resilient communities by achieving healthy and resilient environments (Te Mana O Te Taiao).
3. To work in partnership with Iwi.
4. To meet the present and future needs of our communities and iwi.
5. To enable community development within environmental limits.
6. To support and enable the restoration of at-risk environments.
7. To recognise and provide for the wellbeing of individuals, where this is not at the expense of the public good.
8. To take a precautionary or responsive management approach, dependent on the nature and extent of the risk, and where there is uncertainty or a lack of information.
9. To ensure the TEP provides strategic leadership for Council's key planning documents.

These principles will be implemented through evaluation of options in this report and in future Section 32 assessment, drafting and decisions.

2.2 Te Oranga O Te Taiao

The Exposure Draft for Natural and Built Environments Act requires Te Oranga o te Taiao to be upheld and is described as follows:

Te Oranga o te Taiao incorporates—

- (a) the health of the natural environment; and
- (b) the intrinsic relationship between iwi and hapū and te taiao; and
- (c) the interconnectedness of all parts of the natural environment; and
- (d) the essential relationship between the health of the natural environment and its capacity to sustain all life.

The TEP process and document provides a key mechanism to achieve our desired outcomes for our relationship with Te Taiao (the natural world), including the community outcomes defined in the Long Term Plan¹, and the vision of the Te Tauihu Intergenerational Strategy (Wakatū, 2020):

“We are the people of Te Tauihu. Together, we care for the health and wellbeing of our people and our places. We will leave our taonga in a better state than when it was placed in our care, for our children and the generations to come.”

The use of Te Oranga O Te Taiao in this report utilises a similar approach and hierarchy to that defined for Te Mana O Te Wai in the National Policy Statement for Freshwater Management 2020 (MfE, 2020. NPS-FM), and extends this fundamental concept to other domains: Te Tai (sea), Te Āngi (air) and Te Whenua (land).

The objective of this approach is to ensure that natural and physical resources are managed in a way that prioritises:

- (a) first, the health and well-being of the natural environment and ecosystems;
- (b) second, the health needs of people;
- (c) third, the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future.

Integrated urban planning that maintains, protects and enhances the health and well being of the natural environment is likely to be sustainable and to address the health and livelihood needs of local communities and people.

¹ The outcomes are available in the Long Term Plan on the Council's website

3. Background Context

The urban issues we are seeking to address follow on from changes to the national statutory and policy context, changes in Tasman district and the forward looking recommendations of the TRMP section 35 evaluation reports.

The section 35 report on Urban Environment Effects assessed whether the TRMP provisions relating to urban development (primarily TRMP policy chapter 6 and urban zone chapters) performed as they were intended. The evaluation informs what needs to change in the Plan to better achieve environmental and community aspirations, and to respond to changing legislative demands.

The Urban Environment Effects s35 report conclusions were largely positive, i.e. that intended outcomes for urban environment effects largely were being achieved - or were 'on-track' for achievement. In summary the report concluded that:

- The rolling review of the TRMP has resulted in urban provisions being subject to a large number of integrated urban development plan changes designed to accommodate growth in the district's larger settlements (Richmond, Motueka, Mapua/Ruby, Brightwater and Wakefield). The plan changes have adopted an integrated approach to key urban issues like providing additional land for residential and business growth, infrastructure provision, reserve networks and coastal protection. These changes also introduced the opportunity for greater residential density and housing choice in some locations.
- Growth planning for urban development has been managed in combination with other Council plans and processes like the Long Term Plan. The integration of infrastructure servicing with land tagged for growth using the 'Deferred zone' method has been successful albeit with some significant delays for infrastructure provision in some locations such as Richmond South, Mapua and parts of Motueka.
- The fast rate of growth is pressurising Council's capacity to roll out serviced land. Other consequences of this fast growth include urbanisation of the rural areas; out-of-zone residential and business development; and the increasing unaffordability of housing.
- The fast rate of growth also affects issues of specific interest to Māori such as pressure on precincts and sites of special significance and increased pressure on urban waterways.

The s35 Urban Environment Effects report recommended the following high level directions of change:

General Urban development

- Urban land supply to align with FDS Strategy and roll out in conjunction with Council funding and infrastructure programmes.
- Update planning for 19 settlements focusing on smaller rural settlements - as some not reviewed for over 20 years and others only from growth perspective.
- Continue to enable development in areas subject to natural hazards, relative to the extent of risk.

Business development

- Ensure business land, including industrial land, is provided in right locations to support regional economic development over next 30 years.

Residential development

- Simplify standards and approval processes for housing:
- This may include allowing for increased density and reducing parking standards, but retaining bulk, location and amenity standards.
- Enable more affordable housing options by:
 - encouraging a greater variety of housing types (e.g. permit two dwellings / housekeeping units per site in specified urban areas
 - encouraging/requiring (?) higher density in identified locations
 - enabling more subdivision in existing or 'new' unserviced rural residential zones.
- Apply stronger requirements for good quality urban design where housing intensification is enabled:
 - including linking development to Council plans for reserves and infrastructure.

3.1 Issue(s) we are seeking to Address

Many factors affect and contribute to urban environments that are functional, resilient and responsive. This report will focus on particular issues that require review due to changing contexts and needs.

The issues and options addressed in this, district wide report in particular, help to achieve the outcomes underlined in section 1.3 above.

The issues and options addressed in the *centres report* in particular, help to achieve the outcomes *italicised* in section 1.3 above.

Issue 1: Tasman (and Nelson) are experiencing high level of urban growth and demand for land for housing and business.

Issue 2: No definition or consideration of the role and function of urban and rural business centres in the district or within the larger towns in the district.

Issue 3: Range of housing choice in Tasman is limited and increasingly, for many residents, housing is unaffordable.

Issue 4: Design guidance is out of date and limited.

Issue 5: As centres grow and change, they can lose their distinctive sense of place, identity and character.

3.1.1 Why Change is Needed (or Not)

The urban statutory and policy contexts have changed substantially over the last decade (section 3.3 below refers).

Some of the TRMP provisions have not been updated since the TRMP was proposed in 1994. These provisions do not reflect or respond to the current context.

The climate is changing due to the effects of human activity on the planet. Step changes are needed to reduce impacts of urban development on the natural environment and to restore health and balance to natural ecosystems.

3.1.2 Issue(s): Waahi-Specific or Whole of District?

Council must implement integrated management of natural resources. This will be supported by the ki uta ki tai guiding principle, where everything is connected – from the mountains to the sea. To achieve this, the TEP process will consider natural resource use, protection and enhancement spatially across Tasman in seven waahi (places). The waahi are based on groupings of catchments where there are communities with shared values and interests (see Appendix 1) that are likely to affect natural resources in those catchments. Consideration of issues and options across all the resource management functions within each waahi will allow for identification of conflicts or overlaps between different issues, as well as synergistic options that provide for multiple outcomes sought within the waahi.

Waahi planning is at its core a means to:

- Coordinate management of interconnected elements/resources (natural, cultural, social, economic and physical).
- Take into account the impacts of management of one element/resource on the values of another, or the environment.
- Ensure resource management approaches across administrative boundaries are consistent and complementary.
- Ensure strategic outcomes are identified for each waahi, promoting healthy ecosystems and ecosystem services, and associated objectives, policies and methods that negate the risk of exceeding environmental bottom limits.
- Ensure principles of Te Tiriti O Waitangi are taken into account.

As this report is dealing with urban issues relevant to the whole district, the issues are relevant to all Waahi.

3.2 How Issues relate to Iwi Interests and Values

The TEP plays an important a role to support the expression of kaitiakitanga and rāngatiratanga. Iwi resource management priorities and leadership may be realised through provisions of the TEP. An innovative plan will support aspirations for managing ancestral whenua and taonga in the Tasman District and across Te Tau Ihu. To achieve Te Mana O Te Taiao, Te Mana O Te Wai and Te Mana O Te Tangata, this report has considered the following strategic outcomes:

- Respectful partnerships and governance structures supporting council and iwi collaboration, in the Tasman District and across Te Tau Ihu are established and strengthened.
- Te Tiriti O Waitangi principles and customary rights inform a resource management framework to support iwi resource management values and priorities within the TEP.

- **Iwi connections and access to cultural landscapes, sites of significance and heritage are protected and restored.**
- **Economic and cultural development is enabled through access to and the use of cultural redress resources, Te Tiriti O Waitangi settlement land and taonga, including the coastal environment, in accordance with Settlement Acts and Statutory Acknowledgments.**
- **Environmental limits and targets are set to achieve meaningful cultural, environmental and economic outcomes, enhancing the mauri of Te Taiao.**
- **Integrated management is supported by a ki uta ki tai philosophy enabling the application of tikanga and Mātauranga Māori to TEP provisions.**

For each issue identified in this report the relationship to the above outcomes will be identified

3.3 Statutory, Policy Context and Scope

The statutory and policy context that directly and indirectly impacts on the urban environment is substantial has changed significantly over the past several years.

The primary legislation affecting the urban environment is the Resource Management Act. Other Acts that influence outcomes for this chapter are the Local Government Act 2002, Reserves Act 1974, Building Act 2004, Land Transport Act 1998.

The National Planning Standards (NPStds) 2019

Compliance with the planning standards means that new plans (such as the TEP) must comply with a certain format, including a standard menu of zones. TRMP policy chapter 6, Urban Environment Effects and the related urban zones will need to be relabeled (at least) and/or, restructured. Options for accommodating TRMP urban policy and the associated urban zones in the National Planning Standards are addressed in this report - urban business zoning under Issue 2, and residential zonings under issue 6.

National Policy Statement – Urban Development (NPS-UD), 2020

The NPS-UD sets out the objectives and policies for planning well-functioning urban environments under the RMA. The NPS-UD 2020 applies to all local authorities with an urban environment within their boundaries. Nelson-Tasman is identified as a Tier 2 Urban Environment in the NPS-UD. The Nelson City and Tasman District Councils jointly prepare a Future Development Strategy and Housing and Business Capacity Assessments and undertake monitoring. The two Councils have agreed the Nelson-Tasman Urban Environment comprises the following city and towns: Nelson, Richmond, Hope, Motueka, Māpua, Wakefield, Brightwater, Cable Bay and Hira. This is based on the definition of ‘urban environment’ in the NPS-UD, recognising these communities are part of the same labour and housing market, and are or are intended to be predominantly urban in character and can include non-contiguous areas of urban land.

Enabling Housing Supply Act, 2021

The purpose of the Act is to: (i) Accelerate supply of housing where demand is high; (ii) Address issues of choice and affordability (iii) Bring forward implementation of NPS-UD; (iv) Reduce costs of

the resource consenting process; and (v) Encourage low carbon cities by denser housing near major transport hubs or within walkable distance of main urban centres.

The Act requires NPS-UD Tier 1 Councils (Auckland, Hamilton, Wellington, Chistchurch etc) to:

- Enable medium density development: Permitted Activity (no consent) for: At least 3 dwellings of up to 3 storeys high on each property as per “Medium Density Residential Standards (MDRS)”
- Use a new - Intensification Streamlined Planning Process (ISPP) to be notified by August 2022 with process completion expected by mid 2023
- If a Tier 2 area is experiencing an acute housing need and has a poor median multiple. Ministers may recommend an Order in Council for Tier 2 councils to be included. Parts of Nelson-Tasman are identified as a Tier 2 Urban Environment in the NPS-UD. TDC could either opt-in, or be forced in by the Minister.

Resource Management Act, 1991

RMA is to be replaced by three new Acts:

- Proposed Natural and Built Environments Act (NBA) is intended to be the primary piece of legislation to replace the RMA. Like the RMA, the NBA will be an integrated statute for land use and environmental protection. It will work in tandem with the proposed Strategic Planning Act (SPA).
- Strategic Planning Act (SPA) will provide a strategic and long-term approach to how we plan for using land and the coastal marine area. Long-term spatial strategies in each region will be developed to identify areas that will enable more efficient land and development markets to improve housing supply, affordability and choice, and climate change mitigation and adaptation.
- Climate Adaptation Act (CCA) will support New Zealand’s response to the effects of climate change. It will address the complex legal and technical issues associated with managed retreat and funding and financing adaptation.

Other National Policy Statements

Several other policy statements impact on the approach to urban design and development, notably the New Zealand Coastal Policy Statement (NZCPS), 2010, National Policy Statement for Freshwater Management (NPS-FM), 2020.

National Policy Statements for Protecting High Productive Land (NPS-HPL) and for Indigenous Biodiversity (NPS-IB) are expected.

Consideration of options to address identified issues and achieve desired outcomes fall into six main categories that are within the functions of Council:

- **Regulation (through the Tasman Environment Plan)**
- **Investigation and Monitoring**
- **Education, Advice and Advocacy**
- **Works and Services provided by Council**
- **Financial assistance**
- **Community Partnerships**

Other methods may also be undertaken by iwi, industry or community groups, which play an important role in achieving the outcomes sought in the Tasman district, however these aspects fall outside the scope of the options considered in this report, except indirectly where they may be supported by a council function or service (for example financial subsidy or technical assistance for a community group project).

3.3.1 Implementation Plans

Any regulation options identified will be implemented through the development of the TEP. Any other non-regulatory methods identified will be actioned through a separate Implementation Plan that is released for community feedback alongside the Draft TEP.

The intent of the Implementation Plan will be to outline and cost the non-regulatory methods for inclusion in other council processes including funding through the Long-Term Plan process and implementation through the Activity Management Plans.

4. Issue 1 - Tasman (and Nelson) are experiencing high level of urban growth and demand for land for housing and business

Context

Tasman's population continues to grow, outstripping predictions by Stats NZ. The most recent population estimates from Stats NZ indicate that in the year ending June 2021, Tasman's population grew by 1.5% to reach 57,900. This followed a 3.8% increase in Tasman's population in the year ending June 2020. Stats NZ estimated that the majority of Tasman's population growth in the year ending June 2020 was from positive net migration (more people moving here than leaving), and mostly from a net gain in internal migration (from other parts of New Zealand). Two-thirds of the population increase was in the age group 65 years and over.

Most of Tasman's population growth in recent years has been in the Richmond and Moutere-Waimea Wards. Golden Bay has also experienced relatively high population growth. Motueka's population has been relatively stable in recent years.

The FDS sets out where Tasman district and Nelson city will accommodate housing and business growth over the next 30 years, with a mix of greenfields, rural residential and intensification sites, and provides a high-level spatial growth strategy for Nelson and Tasman. The FDS process, albeit high level, is thorough, includes community consultation and the final documents are adopted by the Tasman and Nelson councils. Also, the process is reviewed every three years.

The FDS plans for accommodating housing and business growth for the next 30 years, at high level, then inform many of Council's other plans including LTP, Infrastructure Strategy, Regional Land Transport Plan, TRMP plan change programme and the TEP.

Following the FDS recommendations and Long Term Plan decisions, new urban land is incorporated into the TRMP /TEP through RMA Schedule 1 statutory plan change processes. The RMA Schedule 1 section 32 assessment process requires further and more fine grain assessment of whether the proposed options are appropriate, effective and efficient and result in fine tuning of the approximate boundaries of growth areas in the FDS.

As the FDS proposed growth locations are dispersed across most, but not all of the centres, incorporating the FDS recommendations into the new plan will involve updating / amending the urban plan provisions generally and those that relate to Tasman's towns and centres, i.e. general urban and centre specific policy sets, zones and rules.

Currently council is progressing some TRMP plan changes to provide land for growth in locations where most needed as per the recommendations of FDS, 2019.

An appropriate way of integrating the FDS recommendations for spatial growth into the new TEP is for Council to develop or update a design proposal with a spatial plan for each centre. The proposals would incorporate FDS recommendations regarding growth locations relevant to the centre; collate new and updated information about each centre; serve as a basis for further consultation and for the new TEP - with updated general and Centre specific policy sets, amended zones, zone locations and rules as necessary. (*Centres issues and options paper refers*).

4.1 Outcome(s) Sought

The opportunity and preferred outcome is to provide sufficient zoned and serviced land for urban activities (residential, business, greenspace -recreation and natural / open space) in locations that are environmentally sustainable, that function well and are successful places for live, work and play.

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	Previously Council has provided for growth at centre level, but the FDS considers the region as a whole when assessing how best to accommodate growth within Tasman district and Nelson City region	Moderate
Effects on matters of national importance (s6 RMA)		Low
Scale of effects – geographically (local, district wide, regional, national)	District and Region (Nelson and Tasman)	Moderate
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	About 75% of Tasman locals live in urban areas – Tasman’s towns and centres	Moderate -high
Scale of effects on those with particular interests, e.g. Tangata Whenua	Poorly planned and implemented urban development potentially has significant impacts on the health and wellbeing of the natural environment and its people.	Moderate
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	Significant national (regulation and guidelines) and local direction (community participation in and feedback on planning processes)	Low
Likelihood of increased costs or restrictions on individuals, businesses or communities.		Moderate

4.2 Option(s) to address the Issue

Table 3: Options Identified

Option Number	Option Name	Description of Option

Option 1	Emerging - Council RMA process to provide for growth - post FDS, 2019	FDS proposals for urban growth, both general and spatial, are integrated into new TEP development process though provision for adequate land supply (zoning) and providing for livable centres through integrated and sustainable urban design. For TEP, this includes developing or updating a design proposal with spatial plan for each centre which serves as a basis for further consultation and for new TEP provisions. (Centres issues and options paper refers).
Option 2	Consider growth needs of centres individually	Previous to the first FDS, 2019, Council considered the growth needs of each centre without reference to an approved regional and district wide high level future development strategy and spatial plan.

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

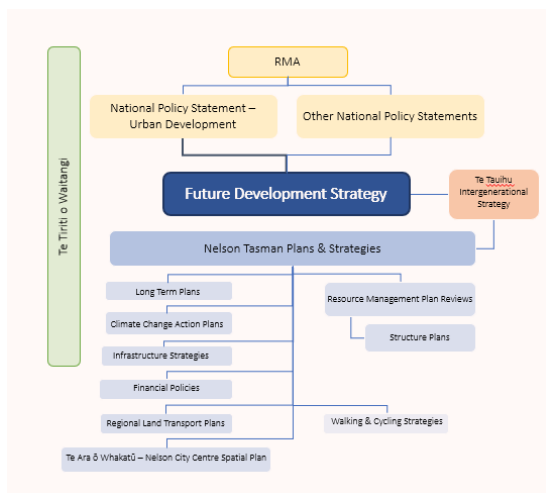
4.2.1 Option 1 – Emerging Council RMA process to provide for growth - post FDS, 2019

This option involves integrating FDS proposals for urban growth, both general and spatial, into new TEP development process though provision for adequate land supply (zoning) and providing for livable centres through integrated and sustainable urban design. For TEP, this includes developing or updating a design proposal for each centre.

The design proposals collate new and updated information about each centre; serve as a basis for further consultation and for developing the new TEP – with amended general urban and centre specific policy sets, zones, zone locations and rules as necessary. (*Centres issues and options paper refers*).

Figure A below shows how the FDS fits in with the process of delivering ready land for development.

Figure A – Where FDS Fits



4.2.1.1 Assessment of Strengths and Weaknesses

Strengths	FDS, as approved by both Tasman District and Nelson City councils, provides an approved statement of growth directions and locations for all stakeholders, particularly the public.
	FDS recommendations are likely to meet demands of growth more efficiently and sustainably when assessed in context of Tasman and Nelson, rather than urban centre by

	urban centre, particularly as regards the provision and prioritisation of network infrastructure and optimal use of land.
	Approved FDS programme likely to improve co-ordination between planning, funding and network service delivery (RMA and LGA) processes within Councils.
	FDS provides a method for Nelson City and Tasman District Council to work together in providing for growth in the region.
	Council developing or updating an urban design proposal with spatial plan for each urban centre that incorporates FDS recommendations and other new information simultaneously is effective and efficient and will remedy the weaknesses of FDS referred to below.
Weaknesses	FDS process is high level and directions and locations recommended for growth and development will need refinement and may prove less favourable than anticipated when detail planning proceeds.

4.2.1.2 Relevance and Applicability

RMA and LGA have always required Council to provide for growth and the wellbeing of their communities, but recently, since 2019, the NPS – UD has set out specific requirements to help Councils to achieve this more efficiently and effectively.

The NPS – UD, 2019, now requires Tasman and Nelson councils to take specific steps to achieve this within regional context. These steps include preparing a Future Development Strategy, Housing and Business Capacity Assessments and monitoring specified indicators of urban growth.

Council developing or updating a design proposal for each urban centre that incorporates FDS proposals will provides a comprehensive basis for new TEP provisions. (*Centres issues and options paper refers*).

This option is supported due to the above assessment.

4.2.2 Option 2 – Council consider growth needs of centres individually

Previous to the 2019 Nelson-Tasman Future Development Strategy (FDS), Council growth studies tended to focus on accommodating growth where it was obviously needed - in and on the periphery of the urban centres that were growing (Richmond Development Study, Motueka Growth Study). A growth demand and supply model informed the approach and the Long Term Plan confirmed infrastructure provision. Regional and district wide assessment of how and where best to accommodate growth was limited. A high level spatial growth strategy for the district and region (Nelson and Tasman), did not formally exist. Currently, the 2019 Nelson-Tasman Future Development Strategy (FDS) is filling this gap and is being reviewed. As a tier 2 Urban Environment under the National Policy Statement on Urban Development we are required to prepare an FDS and under the RMA we are required to provide sufficient development capacity (plus an additional 20% margin) in relation to housing and business land to meet the expected demands of the region.

4.2.2.1 Assessment of Strengths and Weaknesses

Strengths	Focusing on a particular centre that was growing and projected to grow into the future usually responded to the expressed needs and expectations of a particular community and centre and their representatives with targeted pre-plan change community consultation and feedback processes.
Weaknesses	Due to the challenges in co-ordinating Council RMA and LGA planning and funding processes at the time, provision of network services to land rezoned for growth was often delayed, resulting in zoned land that was not available due to lack of services for long periods of time.

(Urban Environment s35 evaluation report refers). In short Council servicing programme did not keep pace with Council’s growth planning programme. Richmond South Development Area and Motueka West Development Area provide examples of this issue.

4.2.2.2 Relevance and Applicability

This option no longer complies with national direction, statutory requirements.

Assessment studies show that if growth is not adequately provided for, prices of serviced land and housing increase.ⁱⁱⁱ

Zoning land for growth that is not available due to lack of services is an inefficient and ineffective use of Council and rate payer resources.

This option is not supported due to the above assessment.

4.3 How does this Issue Relate to Iwi Interests and Values?

This issue particularly relates to the strategic outcomes of:

- Respectful partnerships and governance structures supporting council and iwi collaboration, in the Tasman District and across Te Tau Ihu are established and strengthened.
- Te Tiriti O Waitangi principles and customary rights inform a resource management framework to support iwi resource management values and priorities within the TEP.

The following activities are assisting to realise the above strategic outcome:

- Regular communication between Council and the Tasman Environment Plan Partnership Working Group and its predecessor Iwi policy Working Group regarding environmental policy issues; and
- Iwi participation in the development of the Future Development Strategy, 2022 and TRMP / TEP plan change processes.

4.4 Evaluation of all options

Table 5 summarises the extent to which each option meets or achieves a number of key considerations.

Table 5: Evaluation of Options – On a scale of 1 to 3 *

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	3	3	3	3	3	3	3	2
Option 2	2	2	2	2	2	2	2	4

*1 – low, 2 - moderate, 3-high

4.5 How does this Issue relate to other Topics?

The ‘Outcomes Sought’ discussion (section 1.3 above) demonstrates that provision for urban growth relates to most plan topics, namely: (i) Rural Environment; (ii) Margins of Rivers, Lakes, Wetlands

and the Coast; (iii) Landscape (iv) Significant Natural Values (v) Cultural and Historic Heritage: (vi) Urban infrastructure, Strategic Infrastructure and Network Utilities and Land Transport; (vii) Land Disturbance Effects; (viii) Natural Hazards; (x) Reserves, Open Space and Natural Open Space (xi) Papakāinga development and Māori purposes zones .

This issue in particular reflects this, for example through the use of Multi Criteria Analysis method used by the FDS and most plan changes processes in developing options and making recommendations.

4.6 Scenario Examples and Comparison

Currently the significant challenges relating to addressing the stormwater and flooding risks in Motueka have delayed the release of land zoned for urban development but currently deferred for services in Motueka West Development plan change 43 which was made operative in 2014.

Currently Motueka is not meeting the housing needs for that centre. Option 2 has not managed to address this effectively, whereas option 1 is compensating for the loss of “ready” land through the FDS regional and district high growth strategy and spatial plan.

4.7 Issue 1: Recommended Option

4.7.1 Recommended Option

Option Number	Option Name	Description of Option	Reco- mmended
Option 1	Emerging - Council RMA process to provide for growth - post FDS, 2019	FDS proposals for urban growth, both general and spatial, are integrated into new TEP development process through provision for adequate land supply (zoning) and providing for livable centres through integrated and sustainable urban design. For TEP, this includes developing or updating a design proposal for each centre which serves as a basis for further consultation and for new TEP provisions. (<i>Centres issues and options paper refers</i>).	Y
Option 2	Consider growth needs of centres individually	Previous to the first FDS, 2019, Council considered the growth needs of each centre without reference to an approved Tasman (and Nelson) high level future development strategy and spatial plan.	N

4.7.2 Assessment and Reasons

Option 1 is recommended because:

- (i) It most closely achieves the purpose of the RMA and relevant national direction in that NPS – UD, 2019, requires Tasman and Nelson councils to take specific steps to respond to growth and provide for urban development within regional context. These steps include preparing a Future Development Strategy, Housing and Business Capacity Assessments and monitoring specified indicators of urban growth.
- (ii) It is the most efficient and effective option in that:

- (a) it is likely to meet demands of growth more efficiently and sustainably when growth options are assessed in context of the district and region, rather than centre by centre, particularly as regards the provision of network infrastructure and optimal use of land. Also, the approved FDS programme is likely to improve coordination between planning, funding and network service delivery processes within Councils and
 - (b) Council developing or updating a design proposal for each urban and rural centre that incorporates FDS general and spatial recommendations, provides a comprehensive basis for new TEP – with amended general and centre specific policy sets, zones, zone locations and rules as necessary.
- (iii) It supports the TEP principles because FDS, as approved by both Tasman District and Nelson City councils, provides an approved statement of growth directions and locations for all stakeholders, particularly the public, which has been responsive to public input during development and enables Nelson City and Tasman District Council to work together in providing for growth in the region.

5. Issue 2 - No consideration of the role of urban and rural business centres in the district in TRMP.

Context

TRMP lists 19 settlements / (in TEP referred to as urban and rural centres) with associated policy sets that address policy issues particular to that settlement. In the current TRMP, due to rolling plan changes, general urban policies and settlement specific policies are muddled and duplicated. Also, if a settlement was not the subject of a plan change in the last 20 years, many of the settlement specific policies are now irrelevant or out of date.

The Urban Environment section 35 evaluation report for the TEP project recommended that: (a) with community participation and feedback, policy provisions for each settlement are developed that better reflect and support the current 'distinctive' character of the settlement; and (b) that the urban policy provisions were rationised so that all settlement specific policies are located within the settlement area provisions and the general contain only general policies.

Some of the settlements comprise a residential cluster (Best Island), others are established towns with a full spectrum of 'urban' zonings (e.g. Murchison, Takaka, Richmond). The TRMP contains no criteria for what constitutes a settlement / urban centre.

The TRMP does not provide a business centre hierarchy for the centres in the district (inter centre hierarchy that addresses how centres function within and between each other). Such a hierarchy needs to take account of Nelson. Similarly, there is no central and neighbourhood business centre hierarchy for the larger towns - Richmond, Motueka and Takaka (intra centre hierarchy). A business centre hierarchy will assist to maintain the central role, health and vibrancy of the central business area of the towns whilst also providing for local or neighbourhood business centres as the larger towns expand.

5.1 Outcome(s) Sought

The opportunity and preferred outcome is to enable the urban and rural centres within Tasman to function well within the district and the Nelson Tasman region, by considering the role of business centres within the region, and how the centres relate to and complement one another.

Any centre and neighbourhood business centre hierarchy needs to align with the urban zone hierarchy provided for in the NPStds and for regional purposes with the Nelson City plan hierarchy.

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	Largely plan provisions are to be updated to reflect current contexts and statutory requirements, particularly the NPStds	Low
Effects on matters of national importance (s6 RMA)		Low
Scale of effects – geographically (local, district wide, regional, national)	District and region (Nelson and Tasman).	Low to moderate
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	About 75% of Tasman locals live in Tasman’s urban and rural centres.	Moderate to high
Scale of effects on those with particular interests, e.g. Tangata Whenua	Updated information relating to papakāinga development, Māori purposes zoning, outstanding natural landscapes and features, coastal natural character and cultural heritage and natural hazard risks are being developed for incorporation into TEP. Application of the information to general urban and centre specific provisions will improve the quality of plan and decision making.	Low
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	Significant national (regulation and guidelines, particularly NPStds) and local direction (community participation in and feedback on planning processes).	Low
Likelihood of increased costs or restrictions on individuals, businesses or communities.		Low

5.2 Option(s) to address the Issue

Table 3: Options Identified

Option Number	Option Name	Description of Option

Option 1	Status quo	Other than updating the policy sets, make no changes to the list of settlement listed in TRMP.
Option 2	Settlements (TRMP) / Centres (TEP) listed in the plan	In line with agreed criteria, review TRMP list of settlements and consider whether they qualify as a (TEP) centre, and whether there are any new additions to that list - per attached Appendix 5 (a) and (b.)
Option 3	Business centre hierarchy – first option	(a) Consider the role /function of business centres within the Tasman Nelson region and develop a business centre hierarchy in line with NPStds zones (inter centre hierarchy); and (b) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the NPStds zones, (intra centre hierarchy) per attached appendix 5(a) and (b).
Option 4	Business centre hierarchy – alternative option	Establish a business centre hierarchy at policy level, but rezone to NPStd zone that is the closest equivalent to existing TRMP zoning (e.g. TRMP – Commercial to NPStd - Commercial).

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

5.2.1 Option 1 – Status quo

Other than updating the policy sets, for TEP, make no changes to the TRMP list of settlements. i.e.: do not consider what constitutes a centre, the role or function of business centres in the district and region or align centre zoning with that of the NPStds.

5.2.1.1 Assessment of Strengths and Weaknesses

Strengths	None
Weaknesses	Does not align with Council’s responsibilities under RMA to update plans on a regular basis or current statutory requirements (NPStds) so is not a viable option.

5.2.1.2 Assessment of Relevance and Applicability

Many of current TRMP plan provision relation to settlements are superseded and outdated and consequently are irrelevant and no longer applicable.

This option 1 is not supported for the above reasons.

5.2.2 Option 2 –Settlements (TRMP) / Centres (TEP) listed in the plan

In line with agreed criteria, review TRMP list of settlements and consider whether they qualify as a (TEP) centre, and whether there are any new additions to that list.

Qualification as a centre – criteria

- (i) Scale - Minimum resident population of about 100 people
- (ii) Diversity of uses

- (iii) Number of retail units
- (iv) Urban zonings that are not only Residential or Rural Residential with more than one site zoned for business purposes (e.g. TRMP current zones Commercial -Tourist Services) and
- (v) Role

5.2.2.1 Assessment of Strengths and Weaknesses

Strengths	Option will update TEP to reflect current context.
	Option will provide a current basis for considering the role of business centres within the district and developing a business centre hierarchy in line with NPStds.
Weaknesses	Does not provide guidance on the role and status of certain centres, and how they relate to other towns (re function) and how they relate to other centres within the same town.

5.2.2.2 Assessment of Relevance and Applicability

Better definition of what constitutes a centre will contribute to the development of a systematic centre hierarchy within the Tasman district and Nelson Tasman region and help to clarify the role and relationship of the urban and rural centres with one another.

This option is supported due to the above assessments.

5.2.3 Option 3 – Business centre hierarchy – first option

This option involves:

- (a) Considering the role of business centres within the Tasman Nelson region and developing a business centre hierarchy in line with NPStd zones, (inter centre hierarchy); and
- (b) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the NPStd zones, that supports the structure and function of the towns and retain town centre vibrancy (intra centre hierarchy).

In addition to the criteria for centre qualification, referred to in option 2 above, also consider: (i) the role that the centre is performing; and (ii) average time of visits to centre: e.g.:

- Town: 1-3 hours (Richmond 1-2 hrs)
- Local convenience centre: - Short visit 30 mins or less, (Upper Moutere – 10 min, Tapawera 10 to 30 mins, Pohara 5-15 mins)
- Local tourist centre: - Longer visit, about 2 hours plus – (Kaiteriteri – 2 hrs, St Arnaud - 2hrs).^{iv}

A comparative assessment of other new plans that have adopted the NPStds shows that largely the above approach is being adopted. (Draft Whakamahere Whakatū Nelson Plan, Proposed Selwyn District Plan, Upper Hutt District Plan Review; New Plymouth Proposed District Plan).

Proposed Marlborough district plan – was proposed before the NPStds were introduced, but does have three Business zones which serve different purposes. The set of zones establishes a commercial centre hierarchy with consideration of adverse effects on the main central business areas of Blenheim and Picton.

Table C below summarises the options for aligning TRMP business zones with the NPStds, and the attached Appendix 5(b) sets out the option in detail (per business centre).

Table C: Summary of Options for aligning TRMP business zones with National Planning Standards and providing for future urban development	
TRMP Chapters/Areas	NPS Domain
Chapter 6: Urban Environment Effects	Urban Form & Development
TRMP Zones	NPS Zones
New option for Richmond CBD/ RIDA, RWDA, Motueka and Takaka?	Mixed Use (commercial ground floor, residential above)
Papakāinga	Maori Purpose
Tourist Services	Commercial zone with Tourist Services precinct
Central Business (Richmond) - permits residential above ground floor	Metropolitan centre zone
Central Business (Motueka & Takaka) - permits residential above ground floor	Town Centre zone
New option for urban and rural centres (e.g. Wakefield, Brightwater, Murchison, Tapawera)	Local centre zone
New option for (for Richmond Motueka & possibly Takaka suburban centres)	Neighbourhood centre zone
Commercial	Commercial zone
Mixed Business	Light Industrial zone
Light Industrial	General Industrial zone
Heavy Industrial	General Industrial zone
Rural Industrial	Rural Industrial precinct within Rural Production and General Rural zones

The recommendation is to progress work in line with recommendations set out in Table C and the attached Appendix 5(b).

5.2.3.1 Assessment of Strengths and Weaknesses

Strengths	Understanding the roles that the various centre fulfil within the district and region (Tasman and Nelson) will assist with planning and development of centres so they function well within the context of district and region (Tasman and Nelson).
	A business centre hierarchy will assist to maintain the central role, health and vibrancy of the central business area of the towns whilst also providing for local or neighbourhood business centres as the larger towns expand.
	Policy framework that is directly and clearly expressed in zone framework provides for plan legibility and clarity.
	Approach followed by several other second generation plans that have implemented the NPStds zone framework, including Nelson.
Weaknesses	The costs and risks of adopting a new approach to business centres and zonings in the district.

5.2.3.2 Assessment of Relevance and Applicability

Understanding the role of the business centres better will enable the TEP to adopt the most suitable NPStds zone framework, which, by design, provides a business centre hierarchy for the district business centres.

This option is supported due to the above assessment.

5.2.4 Option 4 – Business centre hierarchy - alternative option

This option involves establishing a business centre hierarchy at policy level, but rezone to NPStd zone that is the closest equivalent to existing TRMP zoning (e.g. TRMP – Commercial rezone to NPStd - Commercial).

The option shifts the policy framework but does not take up the new zoning opportunity that NPSds provides to establish a (zoned) business centre hierarchy for the district.

5.2.4.1 Assessment of Strengths and Weaknesses

Strengths	Involves less change.
Weaknesses	Lack of consistency between policy and zone framework. For plan legibility, policy framework should have clear line of sight to rules and standards – this option does not achieve that.

5.2.4.2 Assessment of Relevance and Applicability

Does not fully utilise the NPStds to achieve intended objective - understanding and articulating the role that the 20 plus business centres scattered through Tasman District and the relationship between them.
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This option is not supported due to the above assessment.

5.3 How does this Issue Relate to Iwi Interests and Values?

As for issue 1 above.

5.4 Evaluation of all Options

Table 5 summarises the extent to which each option meets or achieves a number of key considerations.

Table 5: Evaluation of Options – On a scale of 1 to 3 *

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	1	1	1	1	1	1	1	3
Option 2	3	3	3	3	3	3	3	1
Option 3	3	3	3	3	3	3	3	1
Option 4	2	2	1	2	1	1	1	3

*1 – low, 2 moderate, 3-high

5.5 How does this Issue relate to other Topics?

The ‘Outcomes Sought’ discussion (section 1.3 above) demonstrates that provision for urban growth relates to most plan topics, namely: (i) Rural Environment; (ii) Margins of Rivers, Lakes, Wetlands

and the Coast; (iii) Landscape (iv) Significant Natural Values (v) Cultural and Historic Heritage: (vi) Urban infrastructure, Strategic Infrastructure and Network Utilities and Land Transport; (vii) Land Disturbance Effects; (xiii) Natural Hazards; (x) Reserves, Open Space and Natural Open Space.

This issue in particular reflects this, for example through the use of Multi Criteria Analysis method by most plan changes processes in developing options and making recommendations.

5.6 Scenario Examples and Comparison

During 2013 and 2016, applications were made for the development of supermarkets on the Richmond periphery at Three Brothers Corner and on the corner of Salisbury and Champion Roads, respectively. In both cases, there was significant local opposition to the proposals. In both cases, Council was advised that the opportunity to successfully oppose the application was limited due the lack of plan provisions that set out a clear hierarchy of commercial centres within Richmond which described their role and function. Establishing a business centre hierarchy for towns and centres helps to maintain the central role, health and vibrancy of the central business area of towns.

5.7 Issue 2: Recommended Options

5.7.1 Recommended Options

Option Number	Option Name	Description of Option	Recommended
Option 1	Status quo	Other than updating the policy sets, make no changes to the list of settlement listed in TRMP.	N
Option 2	Settlements (TRMP) / Centres (TEP) listed in the plan	In line with agreed criteria, review TRMP list of settlements and consider whether they qualify as a (TEP) centre, and whether there are any new additions to that list - per attached Appendix 5 (a) and (b)	Y
Option 3	Business centre hierarchy – first option	(a) Consider the role of business centres within the Tasman Nelson region and develop a business centre hierarchy in line with NPStds zones (inter centre hierarchy); and (b) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the NPStds zones (intra centre hierarchy) per attached appendix 5(a) and (b).	Y
Option 4	Business centre hierarchy – alternative option	Establish a business centre hierarchy at policy level, but rezone to NPStd zone that is the closest equivalent to existing TRMP zoning (e.g. TRMP – Commercial to NPStd - Commercial).	N

5.7.2 Assessment and Reasons

Option 2 and 3 are recommended because together they most closely achieve the purpose of the RMA, and NPStds and relevant national direction in that:

- (i) Existing plan information will be reviewed and updated to align with current legislation and policy contexts.
- (ii) A business centre hierarchy in line with NPStds will assist to maintain the central role, health and vibrancy of the central business area of the towns whilst also providing for local or neighbourhood business centres as the larger towns expand.

6. Issue 3 - Range of housing choice in Tasman is limited and increasingly, for many residents, housing is unaffordable.

Context

In Tasman district, the dominant housing type is traditional, free-standing, low-density housing. Greater choice of housing type is required to meet the needs of a diverse and changing population.

Increasing housing choice often involves increasing housing density. There are several good reasons to increase the density of urban development including:

- reducing urban expansion onto the high productive land that surrounds most of Tasman's urban centres
- catering for an ageing population with the accompanying increased demand for smaller, single occupancy households
- in Tasman district, there is an abundant supply of traditional low density housing – as mentioned above, greater choice is required
- further residential expansion of some urban centres is not possible due to climate change and the need to reduce travel
- enables walking and cycling which leads to less congestion and improved health outcomes
- impacts of urban areas on the natural environment is minimised
- enabling papakāinga development.

It is noted, however, that to date, the Tasman experience shows that the price of medium density housing is less affordable than the cost of established standard density housing.

Currently, the TRMP manages density through setting minimum and average lot sizes for urban development together with a set of bulk and location standards (including building height, height in relation to boundary, open space requirements etc.) Currently the policy approach is to increase density by enabling and encouraging medium density development in specified locations assessed as suitable for such development. These methods will be detailed further under each option.

Private sector developers seem to have been reluctant to provide medium density housing in Tasman towns, including Richmond. This could be due to a range of factors such as cost, perceived lack of a market, more difficult than building what they've always built. It may be that public (Council or Kainga Ora) actions are required to create some momentum.

To date the TRMP defines standard and medium density development, but does not define or address high/higher density development. Possibly defining both high and medium density development would improve plan legibility.

6.1 Outcome(s) Sought

The opportunity and outcome sought is to increase both the range and density of housing choices in urban areas, including affordable choices, healthy and sustainable choices, Papakāinga, and housing types that are suitable for all demographics including young families and the elderly.

6.2 Scale and Significance

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	Increase in both the range and density of housing choices in urban areas, incrementally, is likely to alter the look and feel of urban areas.	Moderate
Effects on matters of national importance (s6 RMA)		Low
Scale of effects – geographically (local, district wide, regional, national)	District (Tasman).	Low
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	About 75% of Tasman locals live in Tasman’s urban and rural centres.	Moderate to high
Scale of effects on those with particular interests, e.g. Tangata Whenua		Low
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	Significant national (regulation and guidelines, particularly NPStds and NPS-UD) and local direction (community participation in and feedback on planning processes).	Low
Likelihood of increased costs or restrictions on individuals, businesses or communities.	The cost of all housing is high. Additional regulation could add to cost of development for developers.	Moderate

6.2 Option(s) to address the Issue

Option 1 relates to NPStds zone options.

The rest of the options 2-6 were developed in context of the current TRMP Residential zone which provides for both standard and medium density development. Options relating to density, size and affordability of housing are considered.

Table 3: Options Identified

Option Number	Option Name	Description of Option
Option 1	National Planning Standard zone options for residential activity	<p>1.1 Status Quo Carry over TRMP zone settings with no further enabling of choice or increased density, noting the need to match the planning standards zones.</p> <p>1.2 Progress work to align current Residential zone provisions with NPStds in line with Appendix 7.</p>
Option 2	Standard Density Residential	<p>2.1 Status Quo</p> <p>2.2 Generally increase the density of the TRMP 'standard residential density' provisions through various methods.</p>
Option 3	Medium Density Residential	<p>3.1 Status Quo</p> <p>3.2 Enable medium residential density residential development further.</p>
Option 4	Higher Density - in or next to town centres	<p>4.1 Status Quo</p> <p>4.2 Provide for higher density residential development in or next to town centres</p>
Option 5	Development contributions and housing choice	<p>5.1 Status Quo</p> <p>5.2 Increase housing choice through amending development contribution policy to introduce a disincentive to build large dwellings (4 or more bedrooms).</p>
Option 6	Housing Affordability	<p>6.1 Status Quo</p> <p>6.2 Investigate and consult on incorporating 'inclusionary zoning' into TEP for specified locations and / or for every development above a certain size.</p> <p>6.3 Council partner with and /or support a local housing provider to provide affordable housing, further.</p>

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

6.3.1 National Planning Standard zone options for residential activity

The purpose of this option assessment is to consider increasing housing choice, type and density in context of the spectrum of residential zones the National Planning Standard provides for (Large Lot Residential, Low Density Residential, General Residential, Medium Density Residential, High Density Residential).

It is a statutory requirement that the new TEP zones and zone provisions align with the NPStds. The TEP provides a timely opportunity to address this.

Table D below summarises the options for aligning TRMP Residential zone with NPStds and future urban needs. The attached Appendix 7 considers the options in more detail.

Table D: Summary of Options for aligning TRMP Residential zone with National Planning Standards and providing for future urban development	
TRMP Chapters/Areas	NPS Domain
Chapter 6: Urban Environment Effects	Urban Form & Development
TRMP Zones	NPS Zones
Rural Residential Serviced	Large Lot Residential zone
Residential	Low Density Residential zone
	General Residential zone

Medium density locations or areas within Residential zone i.e.: Richmond South Development Area (RSDA) and Richmond West Development (RWDA) Motueka Compact Density Area (MCDA) and Mapua Special Development Area (MSDA)	Medium Density Residential zone
New option for RIDA?	High Density Residential zone
New option for Richmond CBD / RIDA / RWDA, and Motueka and Takaka	Mixed Use (commercial ground floor, residential above)
Papakāinga	Maori Purpose

The following options are considered:

Option 6.3.1.1 Status Quo - TRMP Residential zones settings carried over to TEP with no further enabling of choice or increased density, noting the need to align with NPStds.

Option 6.3.1.2 Progress work to align current TRMP residential zone provisions with the NPStds in line with Table D and Appendix 7.

6.3.1.1 Option 1.1 –Status Quo - TRMP residential zone zones settings carried over to TEP with no further enabling of choice or increased density, noting the need to align with NPStds.

TRMP contains only one residential zone. The zone provides for different densities in different locations both across and within centres. It also provides for three forms of medium density development, two forms in specified locations only.

The key residential density standards are summarised per centre in Appendix 6.

6.3.1.1.1 Assessment of Strengths and Weaknesses

Strengths	Due to incremental amendment from rolling plan changes, the residential zone framework has a variety of robust and current provisions.
Weaknesses	Due to incremental amendment from rolling plan changes, the residential zone framework, is now repetitive, overly complicated and confusing to use.

6.3.1.1.2 Assessment of Relevance and Applicability

This option does not comply with the NZPStds. The plan provisions need to be restructured to align with the NPStds and to increase choice and density.

6.3.1.2 Option 2.2 – Progress work to align current Residential zone provisions with NPStds in line with Appendix 7.

The TRMP Residential zone provisions, at minimum, would need to be refitted to three NPStds zones - Low Density Residential, General Residential and Medium Density Residential.

Appendix 7 sets out a framework for discussing the options while also increasing choice and density, noting the need to match the planning standards zones.

6.3.1.2.1 Assessment of Strengths and Weaknesses

Strengths	The NPStds offer a choice of residential zones with a spectrum of densities and housing typologies, some of which are appropriate for Tasman.
Weaknesses	None identified

6.3.1.2.2 Assessment of Relevance and Applicability

This option complies with the NZPSDs. The plan provisions need to be restructured to align with the NPStds and to increase housing choice and density.

This option is recommended.

6.3.2 Standard Residential Density

The purpose of this option assessment is to consider where the density of standard density development should be increased (permit smaller sites etc)

The following options are considered:

Option 6.3.2.1 TRMP Standard Residential density - Status Quo

Option 6.3.2.2 Increasing the density of TRMP Standard Residential density development.

6.3.2.1 Option 2.1 – TRMP Standard Residential density - Status Quo

TRMP permits one dwelling per site but provides for second dwellings on sites as a Controlled activity (consent cannot be refused). This provides a ‘certain’ method to increase density and affordability that has not been widely used. On the other hand, while this enables a certain level of density, it will ultimately make achieving better well designed urban density harder.

Generally, but with some exceptions, minimum lots sizes are 350m² in Richmond and Motueka and 450m² everywhere else in the district where wastewater services are provided. Average lot sizes apply if the area to be subdivided is greater than 1 hectare (Motueka and Richmond) or, for everywhere else, more than three lots are being created. Maximum building coverage is 40 percent in Richmond, Motueka, Wakefield and Brightwater, if detention is provided and 33% everywhere else. Maximum permitted building height is 5m if lot size is 400m² or less, and 7.5m If more. Comprehensive development is provided for at RD/D consent level.

The attached Appendix 6 outlines key TRMP Residential zone standards per centre next to the NPStds equivalent.

6.2.1.1 Assessment of Strengths and Weaknesses

Strengths	Created the general residential environment of Tasman’s towns and centres today (e.g Richmond Washbourne area and Richmond South – which the community appreciates.
	Comparatively, the standards are typical of those in many first generation district plans. Creates established residential neighbourhoods with traditional suburban densities.
	Provides for limited intensification as Comprehensive development method available at discretionary level consent.

	NPStds provide for a spectrum of residential zones with a spectrum of densities. There is a place for the current TRMP standard residential framework within that framework. Rather increase locations for medium density development or upgrade standard density residential to medium density locations.
Weaknesses	Does not permit “passive densification”, i.e. second dwelling, attached second housekeeping unit, granny flat. Anecdotal feedback suggests many exist but are illegal, i.e. do not have the required building or resource consents.

6.2.1.2 Assessment of Relevance and Applicability

Urban Environment S35 evaluation report indicated that the district residential suburbs reflect the permitted TRMP rule framework for standard density. Community feedback indicates the current suburban residential areas are valued and appreciated.

NPStds provide for a spectrum of residential zones with a spectrum of densities. There is a place for the current TRMP standard residential framework.

This option is supported due to the above assessment.

6.3.2.2 Option 2.2 –Increase density of TRMP Standard Residential density

There are several methods of achieving this, including:

- a. (i) Reducing minimum lot size for standard residential density development, generally, (ii) also reduce or lose minimum average lot sizes.
- b. Consider allowing (permitting) two dwellings, or a dwelling and a minor dwelling or two (attached) housekeeping units per title in certain locations, subject to appropriate building construction standards, as per Tasman’s rural zones.
- c. Increasing the Permitted height of residential dwellings.

6.3.2.2.1 Assessment of Strengths and Weaknesses

Strengths	Likely to increase density of standard residential suburbs incrementally over time.
	Could be similar to the draft Nelson plan. Looking forward, draft Nelson plan proposes increasing the Permitted density of the General Residential zone (on subdivision, minimum lot size 300sqm. Infill - Up to 3 units are permitted provided building standards met and 200m ² is provided for each unit. 4+ units require resource consent. Building height - 8m (2 storeys). Building coverage - 40%.)
Weaknesses	Although density would increase slowly, the ability for network infrastructure (particularly stormwater) to absorb these changes may be limited and would need further assessment.
	May reduce opportunity for medium density development in future.

6.3.2.2.2 Assessment of Relevance and Applicability

Urban Environment S35 evaluation report demonstrated that the current TRMP opportunity for a building a second dwelling on a property at Controlled consent status has not been widely used.

Developing standards similar / the same as the Nelson plan is encouraged by the community and stakeholders.

This option is worth discussion, if not supported due to the above assessment.

6.3.3 Medium Residential Density

The purpose of this and the option assessment is to consider if the plan should provide more opportunities for medium density development than currently, and if so how.

The following options are considered:

Option 6.3.1 TRMP Medium Density Residential - Status Quo

Option 6.3.2 Enable 'medium residential density development further

6.3.3.1 Option 3.1 – TRMP Medium Density Residential - Status Quo

Currently, TRMP does not have a Medium Density zone. TRMP provides three forms of medium density housing within the Residential zone, two of the forms at specified locations only:

The NPStds include the option of such a Medium Density zone and it is likely that TEP will take up the option.

The three forms of medium density housing that the TRMP currently provides for are:

- 'Comprehensive residential development' form provides for a limited form of medium density housing in the Residential zone throughout the district outside of the 'specified development areas' MSDA excepted. The rule framework for Comprehensive development, which has existed in the TRMP since its inception, provides limited encouragement for medium density development. It requires high levels of consent, provides for a limited level of density and, other than provisions for minimum site size and coverage, provides no design guidance for the public or decision makers.
- 'Compact Density development' is provided for in new or 'greenfield' development areas in Richmond South and West on the outskirts of Richmond, Motueka Compact Density Area and Mapua Special Development Area.
- The 'Intensive housing' form was developed for residential areas in central Richmond (Richmond Intensive Development Area). This form was developed to encourage appropriate, high-amenity medium-density housing in a 'brownfields' or 'already developed' location close to the town centre.

There have been several assessments of the TRMP medium density rules frameworks since they were introduced into the TRMP. As a result, the rules have been adjusted to improve usability and effectiveness. Consent levels aside, the standards are not dissimilar to those provided for in the Enabling Housing Supply - Resource Management Amendment Act.

6.3.3.1.1 Assessment of Strengths and Weaknesses

Strengths	The Richmond Intensive Development Area is available in only one (brownfields) location and is being taken up.
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	The Comprehensive Development option provides for a limited form of intensification throughout all of the residential zone locations except most development areas where one of the other medium density options is offered.
Weaknesses	The Comprehensive development option, which provides for a limited form of intensification throughout all of the original residential zone locations, has not been widely used, possibly due to the Restricted /Discretionary consent status and trip to Non-complying status if standards are not met; until recently notification requirements and market demand.
	Compact Density option has not been widely used in greenfields areas except for the Motueka Compact Density Area. Reasons for this have been assessed and include perceptions of market demand in greenfield areas, the high level of risk associated with bundled subdivision and land use consents that involve discretion; Originally 10,000m2 currently 5,000m2 minimum parent site size required and trip to Non-complying consent status, if Controlled and Restricted Discretionary standards are not met.

6.3.3.1.2 Assessment of Relevance and Applicability

Except for Richmond Intensive Development Area, which notably is located close to the Richmond town centre, take up of TRMP medium density development options is limited.
Current statutory and environmental contexts (NPS-UD, NPS-FWM and forthcoming NPS-HPL) which look forward to compact urban footprints and reduced costs of housing, indicate that greater take up of medium density housing options is needed.

This option is not supported due to the above assessment

6.3.3.2 Option 3.2 – Enable ‘medium residential density development further

Enable medium density residential development – further, by:

- (i) identifying more suitable locations for medium density development, and
- (ii) increasing density standards in locations/zones identified for medium density developments (e.g. from 2 storeys to 3 or 5), and
- (iii) simplifying /reducing the consent requirements for medium density development in locations/zones identified for both standard density and for medium density development.

The Whakamahere Whakatu Nelson draft plan is proposing the following standards for their medium density zone: Minimum lot size for one res. unit - 300sqm for vacant lot subdivision. Infill - One residential unit per 200sqm. 1-3 residential units Permitted if building standards met. 4+ residential units - encouraged but Restricted Discretionary consent required. Building height - 11m (3 storeys). Building coverage - 50%.

6.3.2.1 Assessment of Strengths and Weaknesses

Strengths	The option increases the opportunity for medium density development in locations / zones identified for medium density development further by reducing consent levels.
	The option increases the density of development, in locations / zones identified specifically for medium density, while still enabling limited forms of medium density in locations /zones identified for standard residential development.

Weaknesses	The option does not require medium density development anywhere.
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6.3.3.2 Assessment of Relevance and Applicability

Enabling medium density housing further is in line with national direction relating to increasing the amount of housing available while reducing the financial and environmental costs of housing development. (NPS-UD NPS-FWM and forthcoming NPS-HPL refer).

This option is supported due to the above assessments.

6.3.4 Higher Density Residential

The purpose of this option assessment is to consider whether Tasman should provide for higher density residential opportunities in or next to town centres, and if so how.

The following options are considered:

- Option 4.1 TRMP higher density residential - in or next to town centres – Status Quo
- Option 4.2 Provide for higher density residential - in or next to town centres

The national context and directive defines high density as 6 plus storeys.

6.3.4.1 Option 4.1 – Status Quo

TRMP permits building up to 10m (three storeys) in height in the Central Business District, Commercial and some Tourist Services zones (equivalent NPS zones proposed for TEP - metropolitan and town centre zones) and permits residential activity above ground floor.

Currently, the TRMP does not provide for high density development at all, generally or in specific locations.

Generally, in New Zealand, high density development is considered 6 plus storeys.

6.3.4.1.1 Assessment of Strengths and Weaknesses

Strengths	To date, high density residential was not considered appropriate by the community given the size, low population counts and low density character of Tasman towns and centres
Weaknesses	TRMP does not address the issue at all, in that it does not clarify that it does not anticipate or provide for higher density residential development. Looking forward, this may not be appropriate.

6.3.4.1.2 Assessment of Relevance and Applicability

To date, TRMP not providing for high density residential development is considered appropriate, given the population counts (approximate, Richmond – 16,000, Motueka – 9,000 and Takaka - 1,400) the size of the urban footprint and current low density character of Tasman towns and centres which predominantly are located in a rural environment. Looking forward, this may not be appropriate.

This option is not supported for the future.

6.3.4.1 Option 4.2 – higher density residential development in or next to town centres

The question arises from time to time as to whether Tasman should provide the opportunity for higher density development (higher than 3 storeys permitted in commercial areas) in or around the Richmond, Motueka and Takaka town centres. It is noted that FDS is recommending 6 storeys for Richmond close to the CBD.

A method of piloting this maybe to increase the Permitted height of the current TRMP Central Business District, Commercial and some Tourist Services zones (equivalent NPS zones proposed for TEP are the metropolitan and town centre zones) from 10m which allows for 3 storeys to 17m or 20m which allows five or six storeys. As the TRMP zones currently provide for residential use above ground floor, increasing building height would enable more residential as well as more commercial development in these zones.

Alternatively, a second method is that Tasman could take up the opportunity provided by the NPStds for a Mixed Use zone (a mix of commercial and residential uses) in areas of the town centre where development with commercial on ground floor and residential above ground floor is considered appropriate. FDS is recommending this zone just north of the existing Richmond CBD.

A third method is to permit higher density development in Richmond Intensive Development Area (RIDA) or the portion of RIDA that is closest to the Richmond CBD by raising the current standard from 2 storeys to 5 or 6 storeys (FDS, 2022 recommendation).

Currently the Whakamahere Whakatu Nelson draft plan is considering raising the height of its proposed City Centre zone from 15m to 24m (more than 6 storeys).

6.3.4.2.1 Assessment of Strengths and Weaknesses

Strengths	This option pushes current town centre height and density boundaries upward. Although Richmond resident population is just under 16,000, it forms part of the Nelson -Tasman area which hosts a combined resident population of about 85,000. It is in keeping with the Nelson proposal to raise city centre heights.
Weaknesses	Option of high 5 -6 storey buildings in the town centres that provides for commercial at ground level and residential above has not been suggested by or discussed with Tasman community. As most development would not be 5-6 storeys high, the issues of sunlight, shading and privacy would need assessment

6.3.4.2.2 Assessment of Relevance and Applicability

The feedback received during the development of the Richmond Intensive Development Area (RIDA) plan change process round 2017, indicated that the community considered that two rather than three storey residential development was appropriate by for Richmond.

The option aligns with the current statutory and environmental contexts (NPS-UD and forthcoming NPS-HPL) which look forward to compact urban footprints and reduced costs of housing.

This option is supported due to the above assessment.

6.3.5 Development contributions (DCs) and housing choice

Current TDC development contribution policy provides a discount for small dwellings district wide, but no disincentives for large dwellings. The purpose of this option assessment is to consider whether in addition to the current discount, Council could also provide a surcharge or disincentive for large dwellings. Two options are considered:

5.1 Status Quo

5.2 Introduce a development contributions surcharge for dwellings with more than four bedrooms and a ground floor footprint above a certain size.

6.3.5.1 Option 5.1 – Status quo

Current Council development contribution (DC) policy (2021 -2031) provides discounts for small dwellings and accommodation units.

Accommodation units are charged 0.5 HUDs per unit for each activity. Retirement village units are charged 0.3 HUDs per unit for transport. Workers’ accommodation (as defined in the TRMP) are charged on the basis of one HUD per 10 beds. Council *has* discretion to make a special assessment for small homes where the applicant *provides information* that demonstrates that a small home (or homes) will be provided with certainty. Special assessments are guided by the parameters outlined in Table 7 below. A home must meet both criteria A and B to qualify for the relevant discount. A standard dwelling is a dwelling that does not meet one or both of the criteria for a discount (i.e. a dwelling that has a building footprint area that is 110m² or larger, or has four or more bedrooms).

Table 7: Small homes special assessment guidance

	Minor	Small	Standard
Criteria A: Dwelling Size (building footprint area m ²)	<85	<110	≥110
Criteria B: No. of Bedrooms	1	≤3	≥4
HUD Discount (all services)	50%	25%	Nil
Proportion of HUD Payable for all charges	0.5	0.75	1

6.3.5.1.1 Assessment of Strengths and Weaknesses

Strengths	This option aligns with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (draft N&BEA, Appendix 3).
Weaknesses	A standard size dwelling (with three bedrooms) pays the same DCs as a mansion with four or more bedrooms.

6.3.5.1.2 Assessment of Relevance and Applicability

The purpose of DCs is to ensure that those who create additional demand on Council’s infrastructure contribute to the extra cost that they impose on the community rather than the general ratepayers. In the case of Hamilton City Council, research showed that larger dwellings corresponded to higher occupancy rates.

Feedback from the local developer community (as represented by the Richmond Residential Advisory Group, 2014), stated that the cost of development contributions matter in the overall scheme of expenditure and profit and that deductions are an incentive.

This option is not supported as looking forward more is required.

6.3.5.2 Option 5.2 - Introduce a development contributions surcharge for dwellings with more than four bedrooms and a ground floor footprint above a certain size.

Hamilton City Council charges a higher DC for larger dwellings (four or more bedrooms) than for standard or small dwellings. The HCC policy assesses residential developments for DCs based on the number of bedrooms a dwelling contains. DCs for larger dwellings are higher compared to standard (three bedrooms) and smaller dwellings, noting that all dwellings with four or more bedrooms pay the same rate (large residential). HCC staff have commented that they have not been challenged on this policy.

NCC current DC policy does contain provisions designed to encourage intensification e.g. No DCs for new residential units within the City Centre (previously this exemption was limited to first 30 HUDS). Also the policy provides a discount for a second small dwelling on a title, but it does not charge a higher DC for dwellings with more than 3 bedrooms.

MDC current DC policy provides no exemptions or reductions relating to the size or number of bedrooms of the base Residential Household Economic Unit – which is one lot or one dwelling.

Other Councils (e.g. Kapiti Coast, Waimakiriri, Gisborne) all have a discount for small or and /or small minor or second dwellings on a residential unit – but not a disincentive or higher charge for large dwellings.

6.3.5.2.1 Assessment of Strengths and Weaknesses

Strengths	As for the previous status quo option, this option aligns with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (draft N&BEA, Appendix 3).
	This option better aligns DC charges with anticipated service usage.
Weaknesses	The option will create more work for staff that will implement the policy.

6.3.5.2.2 Assessment of Relevance and Applicability

Per 6.3.5.1.2 above, feedback from the local developer community (as represented by the Richmond Residential Advisory Group, 2014) stated that the cost of development contributions matter in the overall scheme of expenditure and profit and that deductions are an incentive.

In this case a surcharge may be a disincentive.

HCC feedback that the council has been challenged on several aspects of its DC policy but not this, suggested that the equity of the policy is acknowledged by the development community.

This option is supported due to the above assessment.

6.3.6 Housing Affordability

Access to affordable housing is a major and long standing issue for many communities, locally and internationally, including Tasman District. Constrained housing affordability has a range of social, economic and environmental consequences. Currently Tasman Is considered to be the second least affordable district in New Zealand.

Affordable housing is taken to mean housing where a low or moderate income household spends no more than 35% of gross income on rent or mortgage (principal and interest) repayments. Evidence (from Queenstown) and Tasman is that while ensuring an adequate supply of land for housing (greenfields and brownfields) is important to the overall operation of the housing market, this is not sufficient by itself to generate a supply of affordable housing.

Many factors which contribute to the cost of housing fall outside the scope of Councils and the RMA. Generally national level interventions are needed that: improve the capability and capacity of the construction sector; ensure material costs are minimised through timely and appropriate supply; ensure financial arrangements are in place that genuinely ensure that houses can be afforded relative to income; provide certainty that infrastructure is available to service increased growth opportunities; ensure developer-imposed covenants do not frustrate intended outcomes.

See paragraph above identifying difference between private and public provision.

There are some options open to Council to improve the situation at district level. This paper discusses the following:

1. Status quo
2. Task staff to investigate Inclusionary Zoning further for Tasman context with a view to consulting on the issue and options during the TEP process.
3. Council partner with and / or support a local housing provider to provide affordable housing. There are various ways this could be achieved. For example: by providing land; partnering on an affordable, medium density housing development; not charging consenting fees or development contributions.

6.3.6.1 Option 6.1 –Status quo

Despite Tasman’s unaffordability context, TRMP does not specifically address the issue of housing affordability. The current Council approach is to do nothing and wait for central government / legislation to address the issues. The approach includes continuing to work on improving housing

supply opportunities through implementation of the FDS, LTP and supporting growth demand and supply modelling. Currently Council is working with a Golden Bay social housing provider to provide some affordable homes in Takaka.

6.3.6.1.1 Assessment of Strengths and Weaknesses

Strengths	Central government bears risks and costs of introducing the provisions.
Weaknesses	This option does not align with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (draft N&BEA, Appendix 3).

6.3.6.1.2 Assessment of Relevance and Applicability

Some further response is needed, given that “there are a number of indicators measuring affordability of house prices, that all point to Tasman being severely unaffordable.”^v.

This option is not supported due to the above assessment

6.3.6.2 Option 6.2 - Investigate Inclusionary Zoning (IZ) for Tasman context with a view to consulting on the issue and options during the TEP process

Generally Inclusionary Zoning involves introducing mandatory provisions into the district plan requiring a contribution of a certain percentage of sites, or sites and dwellings, or cash in lieu for affordable housing, for all developments over a set threshold, e.g. greenfields subdivisions over 20 lots or more. 5% to 15% requirement may apply, with either the land and housing sold at a discount to market prices to eligible households or transferred to a housing trust to manage.

Several councils with housing affordability issues are considering this option.

- Queenstown Lakes District Council has just finished consulting on a land change for Inclusionary Zoning which requires 5% -10% land contribution to local housing trust for affordable housing. Apparently, there was broad support for the proposal in the submissions.
- Wellington City Council released its draft district plan for consultation in November 2021. The draft provisions include Inclusionary Zoning provisions that provide for assisted housing.
- Auckland City Council have prepared various papers on inclusionary zoning for their elected members. Currently, the council position remains as before – legislative reform is needed to reduce the risks for local government.
- Hamilton City Council prepared a housing strategy in March 2021 which included an option to prepare evidence to support the introduction of Inclusionary Zoning into the district plan. Currently work is underway.
- Some councils are proposing Inclusionary Zoning for greenfield sites, some for brownfield sites, some for both.^{vi}

6.3.6.2.1 Assessment of Strengths and Weaknesses

Strengths	Provides a method for increasing housing choice and the stock of affordable housing on an incremental basis - as housing is developed.
Weaknesses	Introduction of new approach to resolving affordability issues in New Zealand by central government is likely to significantly reduce the risks and costs for local government.

6.3.6.2.2 Assessment of Relevance and Applicability

This option aligns with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).

This option is supported due to the above assessment.

6.3.6.3 Option 6.3 – Council partner with and / or support a social housing provider to provide affordable housing further

There are various ways that Council could partner with and or assist a social housing provider to provide more affordable housing. For example, by providing land free or at reduced cost; partnering with a provider on a model, affordable, medium density housing project; not charging consenting fees or development contributions; limiting all resource consents applied for by a social housing provider to Controlled level (consent cannot be refused if meets conditions). Currently Council is working with a Golden Bay social housing provider to provide some affordable homes in Takaka.

Nelson City Council exempts registered social housing providers or providers it has an agreement with from DCs.

6.3.6.3.1 Assessment of Strengths and Weaknesses

Strengths	Allows for innovative local solutions to local issues, such as. demonstrate demand for a denser product, and provide a real and practical demonstration to other developers.
	Initiating and maintaining a dialogue with local social housing providers with the aim of finding solutions is positive action.
Weaknesses	May have limited impact on the affordability issue.
	Commitments may not survive political cycles.

6.3.6.3.2 Assessment of Relevance and Applicability

This option does align with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).

Development of relationships with social housing providers to resolve local issues is both relevant and appropriate.

This option is supported due to the above assessment.

6.4 How does this Issue Relate to Iwi Interests and Values?

This issue seeks to increase both the range and density of housing choices in urban areas, including affordable choices, healthy and sustainable choices, Papakāinga, and housing types that are suitable for all demographics including young families and the elderly.

The issue relates particularly to following strategic outcomes:

- Te Tiriti O Waitangi principles and customary rights inform a resource management framework to support iwi resource management values and priorities within the TEP.
- Integrated management is supported by a ki uta ki tai philosophy enabling the application of tikanga and Mātauranga Māori to TEP provisions.

Increased housing choice and affordability are key issues for iwi (e.g. Poipoia Te Ao Tūroa, Ngāti Rārua Environmental Strategy, 2021; Te Taihū intergenerational Strategy, 2020 and Draft FDS, 2022, refer). Steps that TEP is taking to address the issue align with the national directive and feedback received from iwi and the broader Tasman community.

6.5 Evaluation of all Options

Table 5 summarises the extent to which each option meets or achieves a number of key considerations.

Table 5: Evaluation of Options – On a scale of 1 to 3

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	3	3	3	3	3	3	3	1
Option 2.1	3	3	3	3	2	2	2	2
Option 2.2	3	3	3	3	2	2	3	2
Option 3.1	3	3	3	3	2	2	2	2
Option 3.2	3	3	3	3	3	3	3	1
Option 4.1	3	3	3	3	1	3	3	1
Option 4.2	3	3	3	3	3	3	3	1
Option 5.1	n/a	2	2	2	2	2	2	2
Option 5.2	3	3	3	3	3	3	3	1
Option 6.1	1	1	1	1	1	1	1	3
Option 6.2	3	3	3	3	3	3	3	1
Option 6.3	2-3	2-3	2-3	2-3	2	2	2	1

*1 – low, 2 -moderate, 3-high

6.6 How does this Issue relate to other Topics?

The ‘Outcomes Sought’ discussion (section 1.3 above) demonstrates that provision for urban growth relates to most plan topics, namely: (i) Rural Environment; (ii) Margins of Rivers, Lakes, Wetlands and the Coast; (iii) Landscape (iv) Significant Natural Values (v) Cultural and Historic Heritage: (vi) Urban infrastructure, Strategic Infrastructure and Network Utilities and Land Transport; (vii) Land Disturbance Effects; (xiii) Natural Hazards; (x) Reserves, Open Space and Natural Open Space.

This issue, in particular, reflects this, as it relates to how the design of the built environment can cater effectively and efficiently for housing demand while reducing its impact on the natural environment.

6.7 Scenario Examples and Comparison

6.8 Issue 3: Recommended Options

6.8.1 Recommended Options

Option Number	Option Name	Description of Option	Reco - mended
Option 1	National Planning Standard zone options for residential activity	1.1 Status Quo Carry over TRMP zone settings with no further enabling of choice or increased density, noting the need to match the NPStd zones.	N
		1.2 Progress work to align current Residential zone provisions with NPStds in line with Appendix 7.	Y
Option 2	Standard Density Residential	2.1 Status Quo	Y
		2.2 Generally increase the density of the TRMP ‘standard residential density’ provisions through various methods.	N
Option 3	Medium Density Residential	3.1 Status Quo	N
		3.2 Enable medium residential density development further though various methods.	Y
Option 4	Higher Density - in or next to town centres	4.1 Status Quo	N
		4.2 Provide for higher density residential development in or next to town centres.	Y
Option 5	Development contributions and housing choice	5.1 Status Quo	N
		5.2 Increase housing choice through amending development contribution policy to introduce a surcharge for large dwellings (4 or more bedrooms).	Y
Option 6	Housing Affordability	6.1 Status Quo	N
		6.2 Investigate and consult on introducing ‘inclusionary zoning’ into TEP for specified locations and / or for every development above a certain size.	Y
		6.3 Council partner with and /or support a local housing provider to provide affordable housing – further.	Y

6.8.2 Assessment and Reasons

Option 1.2 Status Quo – Progress work to align current Residential zone provisions with NPStds in line with Appendix 7.

This option is recommended because:

It complies with the NZPStds. The plan provisions need to be restructured to align with the NPStds and to increase the choice and density of housing. The development of the new TEP provides an appropriate opportunity to do this.

Option 2.1 Status Quo – Retain core current standard density standards for standard density

This option is recommended because:

- NPStds provide for a spectrum of residential zones with a spectrum of densities. There is a place for the current TRMP standard residential framework. Rather increase locations for medium density development or upgrade standard density residential to medium density locations.
- S35 assessment indicated that the district residential suburbs reflect the permitted TRMP rule framework for standard density. Community feedback indicates the current suburban residential areas are valued and appreciated.

Option 3.2 Enable 'medium residential density development further

This option is recommended because:

- Enabling medium density housing further is in line with national direction relating to increasing the amount of housing available while reducing the financial and environmental costs of housing development. (NPS-UD NPS-FWM and forthcoming NPS-HPL refer).
- The option increases the density of development, in locations / zones identified specifically for medium density while still enabling limited forms of medium density in locations / zones identified for standard residential development
- The option increases the opportunity for medium density development in locations / zones identified for both standard residential and medium density development by reducing consent levels.

Option 4.2 Provide for higher density residential in or next to town centres

This option, which pushes current town centre height and density boundaries upward, is recommended because:

- Although Richmond resident population is just under 16,000, it forms part of the Nelson - Tasman area which hosts a combined resident population of about 85,000. Also, the option is in keeping with Nelson proposal to raise city centre heights.
- The option aligns with the current statutory and environmental contexts (NPS-UD and forthcoming NPS-HPL) which look forward to compact urban footprints and reduced costs of housing.

Option 5.2 Increase housing choice through amending development contribution policy to introduce a surcharge for large dwellings (4 or more bedrooms)

This option is recommended because:

- It aligns with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (draft N&BEA, Appendix 3).
- This option is likely to better align DC charges with anticipated service usage.

Option 6.2 Investigate further and consult on introducing ‘inclusionary zoning’ into TEP for specified locations and / or for every development above a certain size.

This option is supported because:

- It provides a method for increasing housing choice and the stock of affordable housing on an incremental basis as housing is developed.
- It aligns with national housing directives to (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).

Option 6.3 Council partner with and /or support a local housing provider to provide affordable housing – further.

This option is supported because:

- It allows for innovative local solutions to local issues.
- Maintaining a dialogue with local social housing providers with the aim of working together to find solutions is positive action.

7. Issue 4 - Design guidance is out of date and limited

Context

Urban Design

Increasingly the national directive is encouraging and requiring the development of urban areas that are well-functioning and responsive to growth and other changes, including by— (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area. For these objectives to be achieved, good urban design is critical.

Designing urban spaces that incorporate, maintain and enhance the natural environment.

Increasingly the national and community context is encouraging and requiring that sustainable environmental standards are met. In particular, the NPS-FM and NES-FW, 2020 recently set new

policy direction and standards for maintaining the quality and quantity of freshwater and ecosystem health. NPS -FWM requires councils to manage freshwater under Te Mana o Te Wai, a concept which embodies the importance of water in protecting the health, wellbeing and mauri (life force) of water. Requirements include:

- Managing freshwater in a way that ‘gives effect’ to Te Mana o te Wai (including prioritising the health and wellbeing of water bodies, then the essential needs of people, followed by other uses)
- Improving degraded water bodies, and maintaining or improving all others using bottom lines defined in the Freshwater NPS
- New attributes, aimed specifically at providing for ecosystem health.

Also, the National Biodiversity Strategy promotes and the Draft NPS for National Biodiversity requires a minimum level of biodiversity in urban environments.

7.1 Outcome(s) Sought

The opportunity and outcome sought is to continue to improve the design of our towns and centres so they provide for choice and diversity, are successful places to live work and play while maintaining and enhancing healthy natural environments.

7.2 Scale and Significance

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	If good design principles were universally adopted – the functionality of our towns and centres would improve.	Low to moderate
Effects on matters of national importance (s6 RMA)		Low
Scale of effects – geographically (local, district wide, regional, national)	District (Tasman).	Low
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	About 75% of Tasman residents live in Tasman’s urban and rural centres.	Moderate to high
Scale of effects on those with particular interests, e.g. Tangata Whenua	Resource management and urban development stakeholders likely to benefit, particularly, from design guidance.	Low to moderate
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	Substantial national direction from NPS-UD. Also Tasman is a signatory to the New Zealand Urban Design Protocol, 2005 and as such, makes a voluntary commitment to specific urban design initiatives.	Low

Likelihood of increased costs or restrictions on individuals, businesses or communities.	Good design has the potential to reduce costs and improve standards without increasing restrictions.	Low
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7.3 Option(s) to address the Issue

Options relate to improving Council’s capacity to encourage and support good design.

Table 3: Options Identified

Option Number	Option Name	Description of Option
Option 1	Status Quo	Current Council urban design guidance and capacity.
Option 2	Urban Design Guidance	Update and expand current TRMP /TEP urban design guidance and include stronger requirements to comply with it for new development.
Option 3	Low Impact Design Guidance	Review and update the availability and adequacy of TDC design guidance for implementing low impact design.
Option 4	Urban Design Guidance	Develop in-council urban design capacity.

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

7.3.1 Option 1 – Status Quo

Broadly at urban centre design level, during the currency of the TRMP, an integrated approach to urban planning, has co-located compatible activities and separated incompatible activities from one another, using the zoning method. Notably, the development consented through the Housing Accords and Special Housing Areas legislation in Richmond West upset this principle in that location.

Urban Design Guidance

The TRMP currently provides urban design guidance for medium density development, particularly subdivision rather than building design guidance. But the Urban Design Guide’s limited regulatory application to medium density development in the ‘development areas’ (Compact and Intensive development methods) in Richmond, Motueka and Mapua has limited its impact on the quality of urban design and development across the district. Also, the urban design guide was developed about 15 years ago and needs updating.

The voluntary nature of the Nelson Tasman urban design panel has limited its effectiveness. But feedback indicates that the panels mere existence may positively encourage better design and panel intervention may assist design outcomes^{vii}. Also, feedback from developers indicates that a focus on regulatory effectiveness is preferred as it increases certainty and decreases risk.

Designing urban spaces that incorporate, maintain and enhance the natural environment.

Increasingly the national and community context is requiring that sustainable environmental standards are met. In particular, the NPS-FM,2020 recently set new policy direction and standards for maintaining the quality and quantity of freshwater and ecosystem health. NPS -FWM requires councils to manage freshwater under Te Mana o Te Wai, a concept which embodies the importance of water in protecting the health, wellbeing and mauri (life force) of water. Requirements include:

- Managing freshwater in a way that ‘gives effect’ to Te Mana o te Wai (including prioritising the health and wellbeing of water bodies, then the essential needs of people, followed by other uses)
- Improving degraded water bodies, and maintaining or improving all others using bottom lines defined in the Freshwater NPS
- New attributes, aimed specifically at providing for ecosystem health.

Also, the National Biodiversity Strategy promotes and the draft NPS for National Biodiversity requires a minimum level of biodiversity in urban environments.

Over the past several years, Council’s key policy and planning documents for reserves, network infrastructure provision and resource management have incorporated provisions with objectives of mimicking, protecting and enhancing the natural environment. For example the TRMP defines and there is policy support for ‘low impact design’ and ‘low impact building design’^{viii}. On several occasions, Council has implemented projects that integrate stormwater management and open space reserve networks with biodiversity enhancement (Bork Creek development in Richmond South and West).

Guidance on how to design and implement development that has a low environmental impact, is critical to assist developers to make a step change to achieve such objectives. However this guidance has not always been sufficiently available or sufficiently helpful. (e.g. implementation of Richmond open space and reserve network policies and Richmond Intensive Development Area requirement for the discharge of stormwater into ground by infiltration).

7.3.1.1.1 Assessment of Strengths and Weaknesses

Strengths	Urban Design Guide and offer of free urban design panel assessment exists.
Weaknesses	Urban Design Guide was developed 15 years ago. Its focus is on subdivision rather than on medium density building design. Guide is in need of review and update.
	Urban Design Guide has limited regulatory application and impact.
	Voluntary nature of the Nelson Tasman urban design panel has limited its effectiveness.
	Low impact design guidance not always helpful or readily available.
	Council has no in-house urban design expertise which is needed to assess increasingly diverse and compact development.

7.3.1.2 Assessment of Relevance and Applicability

Given the fast changing urban context and statutory requirements relating to the urban environment, and RMA requirement to review plan provisions regularly, current urban design guidance and Council capacity is inadequate.

This option is not supported due to the above assessment.

7.3.2 Option 2 – Update and expand current TRMP related urban design guidance and include stronger requirements to comply with it for new development.

This option involves:

- firstly, updating of the current TRMP Urban Design Guide to include more information about compact building design;
- secondly, amending the current plan rules to include stronger requirements to comply with the design guide for new development, specifically
 - to all medium density subdivision and residential development, and urban developments that are being assessed at Discretionary or Non Complying consent status for reasons related to density;
- thirdly, developing design guidance on Maori design principles.

Currently, the Council environmental policy and consents team does not have specific in house urban design experience, an option may to be employ staff / consultants to provide this input into both the plan making and consent processes, early.

7.3.2.1 Assessment of Strengths and Weaknesses

Strengths	Broader application of urban design guide means that it will have greater impact on urban design outcomes in the district.
	Updated and relevant urban design guidance will assist community and decisionmakers to achieve better urban design outcomes, particularly as towns and centres grow more compact.
	Developing guidance on Maori design principles will make visible Māori values and connection to place, incorporate cultural heritage, support Maori housing aims and contribute to diversity and choice in urban design.
Weaknesses	Non identified.

7.3.2.2 Assessment of Relevance and Applicability

Option aligns with national housing directives to (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).
Option aligns with national directives to maintain, restore and enhance the natural environment and health of ecosystems (NPS-FM and draft N&BEA, section 8 - draft outcomes, refer).

This option is supported due to the above assessment.

7.3.3 Option 3 – Review and update the availability and adequacy of design guidance for implementing low impact design proposals

This option involves reviewing and updating the availability and quality of TDC guidance on how to design and implement development proposals with low environmental impact. Nelson Tasman Development Manual and TEP, between them, need to ensure guidance is sufficient.

7.3.3.1 Assessment of Strengths and Weaknesses

Strengths	Updated and relevant urban design guidance will assist community and decisionmakers to achieve better urban design outcomes, particularly as towns and centres grow more compact.
	Option will address any gaps that exist between RMA and network service and infrastructure (N-T Development Manual) guidance.
Weaknesses	Non identified.

7.3.3.2 Assessment of Relevance and Applicability

Updated and relevant low impact design guidance will assist community and decisionmakers to achieve urban design outcomes that maintain, restore and enhance the natural environment and health of ecosystems (NPS-FM and draft N&BEA, section 8 - draft outcomes, refer).

This option is supported due to the above assessment.

7.3.4 Option 4 – Develop in-council urban design capacity

Currently Council’s environmental policy and consents team does not have the capacity to assess the urban design effects of medium density development. Beyond a certain density, better outcomes may be achieved if such applications are reviewed by an appropriately qualified person such as an urban designer.

Voluntary take up of urban design panel assistance is limited. Records show that the urban design panel has been consulted for 20 applications since it was set up in 2011^{ix}.

This option involves employing suitably qualified staff / consultants to provide this advice to applicants free (but limited) and to both the plan making and consent processes, early.

7.3.4.1 Assessment of Strengths and Weaknesses

Strengths	Helpful urban design guidance will assist community and decisionmakers to achieve better urban design outcomes, particularly as towns and centres grow more compact.
	Providing a free (but limited to applicants) urban design service provides an alternative, more cost efficient method than the urban design panel.

	Limited, but free advice from an urban designer may provide a middle way between voluntary use of a design panel and no urban design advice.
Weaknesses	Take up of urban design service is voluntary.

7.3.4.2 Assessment of Relevance and Applicability

Option aligns with national housing directives to (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).

Option aligns with national directives to maintain, restore and enhance the natural environment and health of ecosystems (NPS-FM and draft N&BEA, section 8 - draft outcomes, refer).

This option is supported due to the above assessment.

7.4 How does this Issue Relate to Iwi Interests and Values?

This issue seeks to continue to improve the design of our towns and centres so they provide for choice and diversity, are successful places to live work and play while maintaining and enhancing healthy natural environments.

The issue relates particularly to following strategic outcomes:

- Environmental limits and targets are set to achieve meaningful cultural, environmental and economic outcomes, enhancing the mauri of Te Taiao.
- Integrated management is supported by a ki uta ki tai philosophy enabling the application of tikanga and Mātauranga Māori to TEP provisions.

Setting environmental limits so that healthy natural environments are maintained, enhanced and restored is key to good urban design and to low impact urban development.

The recommendations of this report for this issue 2 align with the above principle, the national directive and feedback received from the broader Tasman community.

7.5 Evaluation of all Options

Table 5 summarises the extent to which each option meets or achieves a number of key considerations.

Table 5: Evaluation of Options – On a scale of 1 to 3

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	2	2	1	2	1	1	1	3
Option 2	3	3	3	3	3	3	3	1
Option 3	3	3	3	3	3	3	3	1

Option 4	3	3	3	3	3	3	3	1
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*1- low, 2 - moderate, 3-high

7.6 How does this Issue relate to other Topics?

The ‘Outcomes Sought’ discussion (section 1.3 above) demonstrates that provision for urban growth relates to most plan topics, namely: (i) Rural Environment; (ii) Margins of Rivers, Lakes, Wetlands and the Coast; (iii) Landscape (iv) Significant Natural Values (v) Cultural and Historic Heritage: (vi) Urban infrastructure, Strategic Infrastructure and Network Utilities and Land Transport; (vii) Land Disturbance Effects; (xiii) Natural Hazards; (x) Reserves, Open Space and Natural Open Space.

This issue, in particular, reflects this, i.e.: how the built environment relates to its context in way that maximises functionality and minimises impact on the natural environment.

7.7 Scenario Examples and Comparison

1. Design advice and / or Design Panel

Use of the Nelson Tasman urban design panel is voluntary and panel recommendations do not have regulatory status. It is therefore up to the applicant whether the recommendations of the panel are followed through in any final design lodged with Council for consideration. If, however, a resource consent application is lodged with Council the recommendations from the panel are provided to the processing planner and are available for use in the officer’s report.

Records show that the urban design panel has been consulted for 20 applications since it was set up in 2011^x.

Boffa Miskell^{xi} assessment of urban design panel effectiveness indicates that any intervention usually improves the quality of design. Feedback from three Council resource consent applicants noted that design panel recommendations were implemented.

On the other hand the Richmond Residential Advisory Group, 2015, from a developer perspective, provided feedback that an appropriate regulatory framework is more effective and efficient than voluntary design advice and increases certainty for developers.^{xii}

Limited, but free advice from an urban designer may provide a middle way between voluntary use of a design panel and no urban design advice.

2. Design and implementation of Richmond South Borck creek stormwater and reserve network

Anecdotal feedback from developers was that council did not provide clear advice on how to reach desired outcomes. Anecdotal feedback from staff is that significant time was spent with developers explaining what was required and how to implement the work. Timely and helpful design guidance would likely have assisted this process.

7.8 Issue 4: Recommended Options

7.8.1 Recommended Options

The following options are recommended.

Option Number	Option Name	Description of Option	Recommended
Option 1	Status Quo	Current Council urban design guidance and capacity.	N
Option 2	Urban Design Guidance	Update and expand current TRMP /TEP urban design guidance and require consistency with the Urban Design Guide more broadly.	Y
Option 3	Low Impact Design Guidance	Review and update the availability and adequacy of TDC design guidance for implementing low impact design.	Y
Option 4	Urban Design Guidance	Develop in-council urban design capacity.	Y

7.8.2 Assessment and Reasons

Option 2: Update and expand current urban design guidance and include stronger requirements to comply with it for new development.

This option is recommended because:

- Broader application of urban design guide means that it will have greater impact on urban design outcomes in the district.
- Updated and relevant urban design guidance will assist community and decisionmakers to achieve better urban design outcomes, particularly as towns and centres grow more compact.
- Developing guidance on Maori design principles will incorporate cultural heritage, support Maori housing aims and contribute to diversity and choice in urban design.
- Option aligns with national housing directives to (i) enable a range of economic, social, and cultural activities; and (ii) ensure a resilient urban form with good transport links within and beyond the urban area (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).

Option 3: Review and update the availability and adequacy of TDC design guidance for implementing low impact design and low impact buildings.

This option is recommended because:

- Updated and relevant urban design guidance will assist community and decisionmakers to achieve better urban design outcomes, particularly as towns and centres grow more compact.
- Option will address any gaps that exist between RMA and network service and infrastructure (N-T Development Manual) guidance.
- Updated and relevant low impact design guidance will assist community and decisionmakers to achieve urban design outcomes that maintain, restore and enhance the natural environment and health of ecosystems (NPS-FM and draft N&BEA, section 8 - draft outcomes, refer).

Option 4: Develop in-council urban design capacity.

This option is recommended because:

- Helpful urban design guidance will assist community and decisionmakers to achieve better urban design outcomes, particularly as towns and centres grow more compact.
- It provides an alternative, more cost efficient method of providing a free (but limited) urban design service than the urban design panel.
- Free (albeit limited) advice from an urban designer may provide a middle way between voluntary use of a design panel and no urban design advice.
- Option aligns with national housing directives to (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area (NPS-UD, objective 2 and draft N&BEA, section 8 - draft outcomes, refer).

8. Issue 5 – As centres grow and change, they can lose their distinctive sense of place, identity and character

8.1 Outcome(s) Sought

The opportunity and outcome sought is to maintain and enhance what communities value about their centres as they grow and change.

8.2 Scale and Significance

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo		Low to moderate
Effects on matters of national importance (s6 RMA)		Low
Scale of effects – geographically (local, district wide, regional, national)		Low
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	About 75% of Tasman residents live in and value Tasman’s urban and rural centres	Moderate to high
Scale of effects on those with particular interests, e.g. Tangata Whenua	Inclusion of new or better information plan information relating to outstanding natural landscapes and features, coastal natural character and cultural heritage is likely to be	Moderate

	appreciated by those who identify and value them.	
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?		Low
Likelihood of increased costs or restrictions on individuals, businesses or communities.		Low

8.3 Option(s) to address the Issue

Options relate to retaining or enhancing what communities value about their centres as they grow and change.

Table 3: Options Identified

Option Number	Option Name	Description of Option
Option 1	Status Quo	
Option 2	Improving plan effectiveness using available information	(a) At TEP policy level, with lines of sight to rules describe key sites, features and landscapes that contributes to the character, sense of place and identity of centres, and (b) Monitor the impact of the updated and new TEP provisions that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage on centre character, sense of place and identity.
Option 3	Improve plan effectiveness by obtaining new information	Undertake a character assessment of all or some the centres by a suitably qualified person. The outcome of such assessment work would likely be the development of a subdivision and building design guide for each / some centres.

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

8.3.1 Option 1 – Status Quo

TRMP s35 evaluation process concluded that the TRMP does provide some pathways, albeit inconsistent and unclear, to ensure that developments are compatible with the local and surrounding character of the area. (*Objective 6.7.2 Maintaining and enhancing the distinctive character of urban settlements and integration between settlements and their adjoining landscapes.*) Some successful outcomes were achieved for settlements where distinctive character is described or provided for (e.g. Marahau, St Arnaud). In other cases, successful outcomes may have been achieved, but not be due to the plan, rather due to sensitive resource consenting decisions (e.g. Kaiteriteri).

The main issue with the current TRMP policy is “what is distinctive character?”

A further issue is if ‘distinctive character’ is identified, how it best maintained or enhanced - through regulation versus information, guidance and encouragement or a combination of methods?

The centres have their own distinct character, sense of place and identity not only due to the character of the built and cultural environment but also due to the natural environment in which they are located. Current TRMP provisions relating to protected trees, historic, cultural and natural heritage, and the Landscape Priority Area - within which St Arnaud is located, contribute to character and sense of place. These provisions will be updated and rolled over to the new TEP.

8.3.1.1 Assessment of Strengths and Weaknesses

Strengths	TRMP does provide some pathways, to ensure that developments are compatible with the local and surrounding character of the area.
Weaknesses	TRMP pathways are not consistent or clear.

8.3.1.2 Assessment of Relevance and Applicability

Successful outcomes were achieved for settlements where distinctive character is described or provided for (e.g. Marahau, St Arnaud). In other cases, successful outcomes may have been achieved, but not be due to the plan, rather due to sensitive resource consenting decisions (e.g. Kaiteriteri).
Does not fully align with New Zealand Urban Design Protocol, 2005, which identifies the essential qualities of good urban in “seven Cs”, one of which is “Character – distinctive character, heritage and identity.” The others are Context, Choice, Connections, Creativity, Custodianship and Collaboration.

This option is not supported due to the above assessment.

8.3.2 Option 2 – Improve plan effectiveness using available information

This option involves:

- a) At TEP policy level, describing key sites, features and landscapes that contribute to the character, sense of place and identity of the centres; and
- (b) Monitoring the impact of the updated and new TEP provisions that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage on maintaining and enhancing centre character, sense of place and identity.

Addressing some information and policy gaps is likely to assist the maintenance and enhancement of the character and sense of place of the centres and adjoining environments. Currently, workstreams that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage are being developed for incorporation into TEP. Many of these outstanding or significant areas and features are viewed from, located within or centres and contribute to the centres character, sense of place and identity (e.g. St Arnaud, Murchison, Tapawera, Upper Moutere, and coastal centres such as Kaiteriteri, Marahau).

The feedback from TEP 2019 community engagement process provides helpful information, about what local residents value about the places they live and frequent.

Recent public transport planning exercises for the district include information about significant destinations in urban centres. This new information will contribute to centre ‘sense of place’ information.

The community feedback from the next round of TEP engagement, which is proposed to include a design proposal for each centre, will assist Council to consider whether further centre character assessment work is necessary.

8.3.2.1 Assessment of Strengths and Weaknesses

Strengths	Improved guidance to decision makers.
	Improved plan legibility and effectiveness.
	The new TEP information layers will contribute to description of centre character.
Weaknesses	Option falls short of a centre character assessment

8.3.2.2 Assessment of Relevance and Applicability

Better description of distinctive character, features and sites will provide better guidance to decision makers and better outcomes for centres. At this stage, TEP is not planning to assess the built character of the urban centres, but to rely on the new and updated available information to update plan provisions. Community feedback on whether design guidance is appropriate for their centre will help to inform next steps.
Option aligns more closely with New Zealand Urban Design Protocol, 2005, which identifies the essential qualities of good urban in “seven Cs”, one of which is, ‘Character – distinctive character, heritage and identity.’ The others are Context, Choice, Connections, Creativity, Custodianship and Collaboration.

This option is supported due to the above assessment.

8.3.3 Option 3 – Improve plan effectiveness with new information from centre character assessments

This option involves undertaking a character assessment of all or some the centres. The outcome of such assessment work would likely be the development of a subdivision and building design guide for each / some centres.

Anecdotal evidence indicates that design guidance or regulation for the purpose of maintaining and enhancing distinct character is effective when initiated and /or supported by the community. Feedback from community would help to assess the appropriateness of this option.

8.3.3.1 Assessment of Strengths and Weaknesses

Strengths	Centre character assessment by a suitably qualified person will provide defensible guidance to decision makers and better outcomes for centres.
	Improved plan legibility and effectiveness.

	The new TEP information layers which currently are in development, will contribute to assessment of character.
Weaknesses	In context of general urban design principles in the plan and anticipated new plan information and provisions relating to outstanding natural landscapes and features, coastal natural character and cultural heritage – a character assessment may be overload and unnecessary at this stage. Community feedback would help to assess the appropriateness of this option.

8.3.3.2 Assessment of Relevance and Applicability

Better alignment with New Zealand Urban Design Protocol, 2005, which identifies the essential qualities of good urban in “seven Cs”, one of which is ‘Character – distinctive character, heritage and identity’. The others are Context, Choice, Connections, Creativity, Custodianship and Collaboration.

This option is not supported at this stage, but will reviewed after engagement with local communities on centre design proposals

8.4 How does this Issue Relate to Iwi Interests and Values?

This issue seeks to maintain and enhance what communities value about their centres as they grow and change.

The issue relates particularly to following strategic outcome:

- Iwi connections and access to cultural landscapes, sites of significance and heritage are protected and restored.

Steps that TEP is taking to develop information and mapping of culturally significant sites so that they can be protected and restored will assist to achieve this strategic outcome, particularly when centre specific design proposals are developed. The steps also align with the national directive and feedback received from the broader Tasman community.

8.5 Evaluation of all Options

Table 5 summarises the extent to which each option meets or achieves a number of key considerations.

Table 5: Evaluation of Options – On a scale of 1 to 3

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	2	2	1	2	1	1	1	3
Option 2	3	3	3	3	2	2	2	1
Option 3	3	3	3	3	3	3	3	1

*1- low, 2 - moderate, 3-high

8.6 How does this Issue relate to other Topics?

The 'Outcomes Sought' discussion (section 1.3 above) demonstrates that provision for urban growth relates to most plan topics, namely: (i) Rural Environment; (ii) Margins of Rivers, Lakes, Wetlands and the Coast; (iii) Landscape (iv) Significant Natural Values (v) Cultural and Historic Heritage: (vi) Urban infrastructure, Strategic Infrastructure and Network Utilities and Land Transport; (vii) Land Disturbance Effects; (xiii) Natural Hazards; (x) Reserves, Open Space and Natural Open Space.

This issue, at spatial or at place level, reflects this, as it seeks to maintain and enhance; protect and restore what communities value about the places they live and frequent.

8.7 Scenario Examples and Comparison

St Arnaud has been subject to substantial development over the last 15 years. St Arnaud Design Guide for subdivisions, building and plantings has assisted to maintain the alpine look and feel of the centre.

Supermarket at entrance to Takaka has a bright blue wall. Community feedback indicates that the look of the wall is not supported. It is likely that some design guidance for Takaka would have avoided the issue.

8.8 Issue 5: Recommended Options

8.8.1 Recommended Options

The following option is recommended.

Option Number	Option Name	Description of Option	Recommended
Option 2	Improving plan effectiveness using available information	(a) At TEP policy level, describe key features and landscapes that contributes to the character, sense of place and identity of the centres, and (b) Monitor the impact of the updated and new TEP provisions that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage on centre character, sense of place and identity.	Y

8.8.2 Assessment and Reasons

Option 2: Improving plan effectiveness using available information by:

- (a) At TEP policy level, with lines of sight to rules, describing key features and landscapes that contribute to the character, sense of place and identity of the centres, and
- (b) Monitoring the impact of the updated and new TEP provisions that identify and protect outstanding natural landscapes and features, coastal natural character and cultural heritage on centre character, sense of place and identity before obtaining centre character assessment studies.

This option is recommended because:

- Better description of distinctive character features and sites will provide better guidance to decision makers and better outcomes for centres.
- Community feedback on whether design guidance is appropriate for their centre will help to inform whether character assessment and development of an urban design guide is appropriate.
- Option aligns more closely with New Zealand Urban Design Protocol, 2005, which identifies the essential qualities of good urban design in “seven Cs”, one of which is: ‘Character – distinctive character, heritage and identity’. The others are Context, Choice, Connections, Creativity, Custodianship and Collaboration.

9. Summary

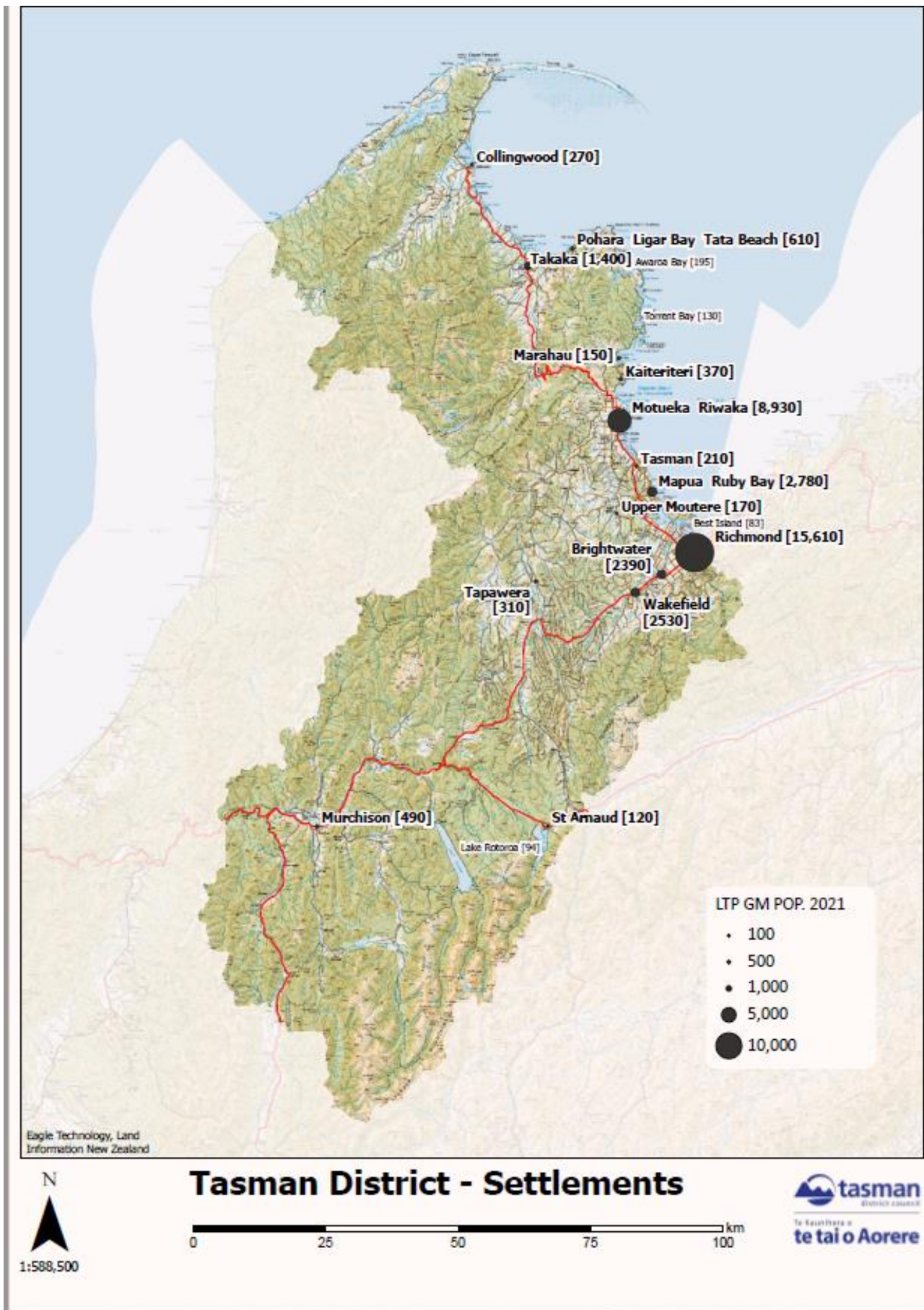
Table 6: Summary of Issues and Options

Issue	Recommended Option	Outcome Sought	Assumptions, Uncertainties, Further work, Information Gaps
<p>Issue 1 Tasman (and Nelson) are experiencing high level of urban growth and demand for land for housing and business</p>	<p>Option 1: Emerging Status Quo - Council RMA process to provide for growth - post FDS, 2019 FDS proposals for urban growth, both general and spatial, are integrated into new TEP development process though provision for adequate land supply (zoning) and providing for livable centres through integrated and sustainable urban design.</p> <p>For TEP, this includes developing or updating a design proposal for each centre which serves as a basis for further consultation and for new TEP. (<i>Centres issues and options paper refers</i>).</p>	<p>Provision of sufficient zoned and serviced land for urban activities (residential, business, greenspace - recreation and natural / open space) in locations that are environmentally sustainable, that function well and are successful places for live, work and play.</p>	<p>Further centre focussed consultation is required.</p> <p>TEP new information layers relating to culturally significant sites, Papakāinga housing, natural hazards, outstanding natural landscapes and features, and coastal natural environment need to be available to achieve optimal outcomes.</p>
<p>Issue 2 No consideration of the role of urban and rural business centres in the district or within the larger towns in the district in TRMP.</p>	<p>Option 2: Settlements (TRMP) / Centres (TEP) listed in the plan In line with agreed criteria, review TRMP list of settlements and consider whether they qualify as a (TEP) centre, and whether there are any new additions to that list - per attached Appendix 5 (a) and (b) below.</p> <p>Option 3: Business centre hierarchy – first option (a) Consider the role of business centres within the Tasman Nelson region and develop a business centre hierarchy in line with NPStds zones (inter centre hierarchy); and (b) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the NPStds Zones (intra centre hierarchy) - per attached Appendix 5 (a) and (b).</p>	<p>Enabling the urban and rural centres within Tasman to function well within the district and the Nelson Tasman region, by considering the role of business centres within the region, and how the centres relate to and complement one another.</p>	<p>Further consultation with internal and external stakeholders needed.</p>

Issue	Recommended Option	Outcome Sought	Assumptions, Uncertainties, Further work, Information Gaps
<p>Issue 3 Range of housing choice in Tasman is limited and increasingly, for many residents, housing is unaffordable.</p>	<p>NPStds Option 1.2 Progress work to align current TRMP Residential zone provisions with NPStds in line with Appendix 7 which enable increased housing choice and density.</p> <p>Standard Density Residential Option 2.1 Retain status quo.</p> <p>Medium Density Residential Option 3.2 Enable medium residential density development further through various methods.</p> <p>Higher Density - in or next to town centres Option 4.2 Provide for higher density residential development in or next to town centres.</p> <p>Development contributions and housing choice Option 5.2 Increase housing choice through amending development contribution policy to introduce a surcharge for large dwellings (4 or more bedrooms).</p> <p>Housing Affordability Options 6.2 Investigate and consult on introducing 'inclusionary zoning' into TEP for specified locations and / or for every development above a certain size. Options 6.3 Council partner with and /or support a local housing provider to provide affordable housing – further.</p>	<p>Increased range and density of housing choices in urban areas, including affordable choices, healthy and sustainable choices, papakāinga, development and housing types that are suitable for all demographics including young families and the elderly.</p>	<p>Further detail work needed.</p> <p>Further consultation with internal and external stakeholders needed.</p>
<p>Issue 4 Design guidance is out of date and limited.</p>	<p>Urban Design Guidance Option 2: Update and expand current urban design guidance and include stronger requirements to comply with it for new development.</p> <p>Low Impact Design Guidance Option 3: Review and update the availability and adequacy of TDC design guidance for implementing low impact design.</p>	<p>Improved design of our towns and centres so they provide for choice and diversity, are successful places to live work and play while maintaining and enhancing healthy natural environments.</p>	<p>Appropriately qualified person (urban designer / landscape architect) needed to update and develop design guidance.</p>

Issue	Recommended Option	Outcome Sought	Assumptions, Uncertainties, Further work, Information Gaps
	<p>Urban Design Guidance Option 4: Develop in-council urban design capacity.</p>		
<p>Issue 5 As centres grow and change, they can lose their distinctive sense of place, identity and character.</p>	<p>Option 2 Improving plan effectiveness using available information</p> <p>(a) At TEP policy level, with lines of sight to rules, describe key sites, features and landscapes that contributes to the character, sense of place and identity of the centres, and</p> <p>(b) Monitor the impact of the updated and new TEP provisions relating to protect outstanding natural landscapes and features, coastal natural character and cultural heritage on centre character, sense of place and identity.</p>	<p>Maintaining and enhancing what communities value about their centres as they grow and change.</p>	<p>Further centre focused consultation is needed.</p> <p>TEP new information layers relating to culturally significant sites, papakāinga development, natural hazards, outstanding natural landscapes and features, and coastal natural environment need to available to achieve optimal outcomes.</p>

Appendix 1: Tasman urban and rural centres



Appendix 2: References

Reference	Detail
Boffa Miskell, 2018	Boffa Miskell presentation to the Urban Design Forum conference - Urbanism New Zealand, 2018
MfE, 2019	Ministry for the Environment. Nov 2019. National Planning Standards. Source: https://www.mfe.govt.nz/sites/default/files/media/RMA/national-planning-standards-november-2019.pdf
MfE 2021	Ministry for the Environment. Feb 2021 Cabinet paper – Reforming the resource management system. Source https://www.mfe.govt.nz/more/briefings-cabinet-papers-and-related-material-search/cabinet-papers/reforming
NZ Government 1991	New Zealand Government 1991, Resource Management Act, Wellington NZ.
NZ Government 2010	New Zealand Government / Department of Conservation 2010. New Zealand Coastal Policy Statement 2010, Wellington NZ.
NZ Government 2020	National Policy Statement on Urban Development. Source: https://environment.govt.nz/publications/national-policy-statement-on-urban-development/
Nelson City Council 2020	Nelson City Council 2020 draft Nelson Plan Documents. Source: https://shape.nelson.govt.nz/nelson-plan/draft-nelson-plan-documents
Ngāti Rārua, 2021	Poipoia Te ao tūroa, Ngāti Rārua Environmental Strategy, 2021
Ngāti Tama ki Te Waipounamu Trust	Ngāti Tama ki Te Waipounamu Trust Environmental Management Plan 2018. Source: https://www.tasman.govt.nz/my-region/iwi/iwi-management-plans/
The Ngāti Koata No Rangitoto Ki Te Taonga Trust	The Ngāti Koata No Rangitoto Ki Te Taonga Trust Iwi Management Plan 2002. Source: https://www.tasman.govt.nz/my-region/iwi/iwi-management-plans/
Tetauihu, 2020	Te Taihū Intergenerational Strategy, https://www.tetauihu.nz/#mihi-welcome
TDC, 2015	Richmond Residential Advisory Group, Recommendations on Intensification to Council, 2015
TDC 2019	TDC Urban Environment Section 35 Report, 2019
TDC 2020	Understanding the impacts of releasing greenfield sites for development, April 2020
TDC 2020	Tasman District Town Centre Audits Report, April 2020
TDC, 2021	National Policy Statement on Urban development: Housing and Business Assessment for Tasman, July 2021, page 1
TDC 2021	Resource Management Issues of Significance to Iwi Entities
Marlborough District Council, 2020	Proposed Marlborough District Plan; Appeals Version of the PMEP - Marlborough District Council
Selwyn District Council, 2020	Proposed Selwyn District Plan https://www.selwyn.govt.nz/property-And-building/planning/strategies-and-plans/selwyn-district-plan/selwyn-district-plan-review
Upper Hutt City Council, 2022	Plan Change 50 – Rural and Residential Chapters Review, https://www.upperhuttcity.com/Your-Council/Plans-policies-bylaws-and-reports/District-Plan/PC50 Plan Change 54 - Commercial and Industrial Chapters Review; https://www.upperhuttcity.com/Your-Council/Plans-policies-bylaws-and-reports/District-Plan/PC54
New Plymouth District Council, 2019	Proposed New Plymouth District Plan, https://proposeddistrictplan.npdc.govt.nz/proposed-district-plan-2019-as-notified/
Queenstown Lakes District Council, 2021	Inclusionary zoning information, https://www.qldc.govt.nz/2021/august-2021/21-08-18-feedback-sought-on-draft-strategy-and-planning-policy-for-housing-measures
Hamilton City Council, 2021	Development contributions information https://www.hamilton.govt.nz/ourservices/planningguidanceandresourceconsents/development-contributions/Pages/Bedroom-based-approach-for-residential-developments.aspx

Appendix 3: Draft Outcomes (from draft Natural and Built Environments Act)

Section 8: Environmental Outcomes

To assist in achieving the purpose of the Act, the national planning framework and all plans must promote the following environmental outcomes:

- (a) the quality of air, freshwater, coastal waters, estuaries, and soils is protected, restored, or improved:
- (b) ecological integrity is protected, restored, or improved:
- (c) outstanding natural features and landscapes are protected, restored, or improved:
- (d) areas of significant indigenous vegetation and significant habitats of indigenous fauna are protected, restored, or improved:
- (e) in respect of the coast, lakes, rivers, wetlands, and their margins, — (i) public access to and along them is protected or enhanced; and (ii) their natural character is preserved:
- (f) the relationship of iwi and hapū, and their tikanga and traditions, with their ancestral lands, water, sites, wāhi tapu, and other taonga is restored and protected:
- (g) the mana and mauri of the natural environment are protected and restored:
- (h) cultural heritage, including cultural landscapes, is identified, protected, and sustained through active management that is proportionate to its cultural values:
- (i) protected customary rights are recognised:
- (j) greenhouse gas emissions are reduced and there is an increase in the removal of those gases from the atmosphere:
- (k) urban areas that are well-functioning and responsive to growth and other changes, including by— (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area:
- (l) a housing supply is developed to— (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities; and (iv) support Māori housing aims:
- (m) in relation to rural areas, development is pursued that— (i) enables a range of economic, social, and cultural activities; and (ii) contributes to the development of adaptable and economically resilient communities; and (iii) promotes the protection of highly productive land from inappropriate subdivision, use, and development:
- (n) the protection and sustainable use of the marine environment:
- (o) the ongoing provision of infrastructure services to support the well-being of people and communities, including by supporting— (i) the use of land for economic, social, and cultural activities: (ii) an increase in the generation, storage, transmission, and use of renewable energy:
- (p) in relation to natural hazards and climate change — (i) the significant risks of both are reduced; and (ii) the resilience of the environment to natural hazards and the effects of climate change is improved.

September 2021

Appendix 5(a): Criteria for qualification as a centre, type of business centre and zoning

Qualification as a centre – criteria

- (i) Scale - Minimum resident population of about 100 people
- (ii) Diversity of uses
- (iii) Number of retail units
- (iv) Urban zonings that are not only Residential or Rural Residential with more than one site zoned for business purposes (Commercial, TRMP current-Tourist Services, Special Purpose).

Type of Centre – criteria

In addition to the above:

- (v) Role centre is performing
- (vi) Average time of visits to centre:
 - Town: 1-3 hours (Richmond 1-2 hrs)
 - Local convenience centre: - Short visit 30 mins or less, (Upper Moutere – 10 min, Tapawera 10 to 30 mins, Pohara 5-15 mins)
 - Local tourist centre: - Longer visit, about 2 hours plus – (Kaiteriteri – 2 hrs, St Arnaud - 2hrs).^{xiii}

1. Adapting the current TRMP business zones into the NPS zone framework

- (i) Consider the role /function of business centres within the Tasman Nelson region and develop a business centre hierarchy in line with National Planning Standard zones, (inter centre hierarchy).
And
- (ii) For larger urban centres (Richmond, Motueka, and possibly Takaka) develop a hierarchy of central and suburban / neighbourhood business centres, in line with the National Planning Standard zones, that supports the structure and function of the towns and retains town centre vibrancy (intra centre hierarchy). More specifically: replace the current TRMP Central Business District zone in Richmond with the NPS Metropolitan Centre zone and Motueka and Takaka with NPS - Town Centre zone, and introduce neighbourhood centre zone for suburban centres in these three main urban centres.
- (iii) Combine the current TRMP Light and Heavy Industrial to be General Industrial zone – in line with NPS.
- (iv) Current TRMP Mixed Business zone to become a Light Industrial zone. The TRMP Mixed business zone is designed to accommodate a mix of businesses with clean emissions (e.g. commercial, trade related supply, light industry large format retail) and act as a buffer zone between, at the time, a new residential area and the established rural and light industrial zones.
- (v) Current TRMP Rural Industrial zone to become a precinct. within Rural Production and General Rural zones. However, in some centres (e.g. Brightwater) some Rural Industrial zoned sites are directly adjacent to other urban zonings and form part of that urban centre. Whether that zoning should be changed to General Industrial zone will be considered in the Zoning framework paper and/ or *Centres issues and options papers*.

Appendix 5(b): Proposed Town / Centre Hierarchy for Tasman District

	Business Zonings relevant to towns and centres (excluding industrial zonings)					(Possible / Applicable) National Planning Standard zones								Centre Hierarchy Options: (i) proposed by Tasman District Town Centre Audit Report, 2020 (ii) Audit Report proposed adaption to NPS & (iii) Recommended Hierarchy		
Town / Centre	Central Business zone	Comm ercial zone	Tourist Services zone	Mixed Bus zone	Indust. zone (Light & Heavy)	Mixed use zone	Metro centre zone	Town Centre zone	Neighbour -hood Centre zone	Local Centre zone	Comm ercial zone	Gen. Indust. (& Light & Heavy)	Settle ment zone	(i) Audit Report 2020 proposal	(ii) Audit Report 2020 proposed adaption to fit NPS zones	(iii) Recommended zone & centre hierarchy
Nelson									✓						Regional centre	
Richmond	✓	✓	✓	✓	✓ (L, H, R)		✓		✓		✓	✓			Metropolitan centre	Metropolitan centre & Neighbourhood centres: 1. Richmond North 2. Three Brothers Corner 3. Richmond South Ext 4. Berryfields
Brightwater		✓			✓ (L& R)					✓	✓	✓ (Rural?)		Local service centre	Neighbourhood centre	(Urban) Local centre (service)
Wakefield		✓			✓ (L& H)					✓	✓			Local service centre	Neighbourhood centre	(Urban) Local centre (service)
Best island														-	-	-
Mapua / Ruby Bay		✓	✓		✓ (L)					✓	✓	✓		1. Local convenience centre 2. Tourist centre /services	1. Neighbourhood centre 2. Local centre	1. (Urban) Local centre (service) with tourist precinct
Tasman		✓			✓ (R)					✓	✓	(Rural?)	✓	-	-	(Rural) Local centre (convenience)

Town / Centre	Central Business zone	Comm ercial zone	Tourist Services zone	Mixed Bus zone	Indust. zone (Light & Heavy)	Mixed use zone	Metro centre zone	Town Centre zone	Neighbour -hood Centre zone	Local Centre zone	Comm ercial zone	Gen. Indust. (& Light & Heavy)	Settle ment zone	(i) Audit Report 2020 proposal	(ii) Audit Report 2020 proposed adaption to fit NPS zones	(iii) Recommended zone & centre hierarchy
Upper Moutere		✓			✓ (L)					✓	✓	✓	✓	Local convenience centre	Neighbourhood centre	(Rural) Local centre (convenience)
<i>Mahana</i>																
Motueka / Riuwaka	✓ (Mot)	✓ (Mot)	✓ (Riuwaka)	✓	✓ (L & R)			✓ (Mot)	✓ (Riuwaka)		✓	✓ (Rural?)		Town centre (large)	Town centre (larger)	1. Town centre (Mot) 2. Neighbourhood centre -Riuwaka
Tapawera		✓			✓ (L)					✓	✓	✓	✓	Local convenience centre	Neighbourhood centre	(Rural) Local centre (convenience)
St Arnaud / Top House		✓								✓	✓		✓	Local convenience centre	Neighbourhood centre	(Rural) Local centre with tourist precinct (convenience)
Lake Rotoroa			✓							✓	✓			-	-	Rural) Local centre with tourist precinct (convenience)
Murchison		✓			✓ (L & H)					✓	✓	✓	✓	Local service centre	Local centre	(Rural) Local centre (service)
Kaiteriteri		✓	✓							✓	✓		✓	Tourist centre	Neighbourhood centre	(Coastal) Local centre with tourist precinct
Marahau			✓							✓	✓		✓	-	-	(Coastal) Local centre with tourist precinct
Awaroa														-	-	-
Torrent Bay														-	-	-
Takaka	✓	✓			✓ (L)			✓	✓		✓	✓		Town centre	Town centre (smaller)	Town centre (small) with Neighbourhood centre :

Town / Centre	Central Business zone	Comm ercial zone	Tourist Services zone	Mixed Bus zone	Indust. zone (Light & Heavy)	Mixed use zone	Metro centre zone	Town Centre zone	Neighbour -hood Centre zone	Local Centre zone	Comm ercial zone	Gen. Indust. (& Light & Heavy)	Settle ment zone	(i) Audit Report 2020 proposal	(ii) Audit Report 2020 proposed adaption to fit NPS zones	(iii) Recommended zone & centre hierarchy
																1. Park Avenue
TEGB		✓ (Po-hara)								✓			✓	Tourist centre (Pohara)	Neighbourhood Centre	(Coastal) Local centre with tourist precinct
Colling-wood		✓			✓ (L)					✓	✓	✓	✓	Local service centre	Local centre	(Coastal) Local centre (convenience)

Appendix 6: TRMP Residential Zone per Centre with National Planning Standard Equivalent





	TRMP Residential zone				Options - National Planning Standard zones				
Town / Centre	Standard density	Comprehensive Development	Intensive Development	Compact development	Large Lot Residential	Low Density Residential	General Residential	Medium Density Residential (Richmond - 6 storeys, rest 3 storeys)	Mixed Use (Richmond - 6 storeys, rest 3 storeys)
Richmond	✓ Min. lot size: 350m2, average 450m2. Subdivision > 1ha - range 350m2-700m2 REDA above Hill St: 600m2 or 900m2 (hillslope) Waimea Village: 160m2	✓ Everywhere except development areas (RIDA, RW, RS and RE above Hill St)	✓ RIDA,	✓ Only development areas-RW & RS		✓	✓	✓	✓
Motueka / Riuwaka	✓ Min. lot size: 350m2, average 450m2. Subdivision > 1ha - range 350m2-700m2, Lots adjoining Rural 1 or Rural 2 zone 800m2 -1000m2	✓ Everywhere except development areas (MWDA)		✓ Only development areas-MWDA			✓	✓	✓
Brightwater	✓ Min. lot size: 450m2, average 600m2.	✓					✓	(proposed)	
Wakefield	✓ Min. lot size: 450m2, average 600m2, except Bird Lane adjoining Industrial 1000m2.	✓					✓	(proposed)	
Takaka	✓ Min. lot size:450m2, average 600m2. Rototai Rd: 600m2	✓					✓		✓
Best island	✓	✓					✓		



Town / Centre	Standard density	Comprehensive Development	Intensive Development	Compact development	Large Lot Residential	Low Density Residential	General Residential	Medium Density Residential (Richmond - 6 storeys, rest 3 storeys)	Mixed Use (Richmond - 6 storeys, rest 3 storeys)
Mapua / Ruby Bay	✓ Min. lot size:450m2, average 600m2. Tahi & Iwa Sts 650m2	✓		✓			✓	✓	
Tasman	✓ Min. lot size: 450m2, average 600m2.	✓					✓		
Upper Moutere	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Tapawera	✓ Min. lot size:450m2, average 600m2.	✓					✓		
St Arnaud / Top House	✓ Min. lot size:1000m2 or 1,800m2 depending on proximity to fault	✓					✓		
Lake Rotoroa	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Murchison	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Kaiteriteri	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Marahau	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Awaroa	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Torrent Bay	✓ Min. lot size:450m2, average 600m2.	✓					✓		
TEGB	✓ Min. lot size:450m2, average 600m2.	✓					✓		
Collingwood	✓ Min. lot size:450m2, average 600m2.	✓					✓		

Appendix 7: Residential Zone – Density and Zoning options



National Planning Standards – Residential Zone names and descriptions	Future Development Strategy – Range of housing types that FDS anticipates	TRMP Residential zone - methods	Proposed TEP Residential Zones that align with NPStds
<p>Large Lot Residential Areas used predominantly for residential activities and buildings such as detached houses on lots larger than those of the Low density residential and General residential zones, and where there are particular landscape characteristics, physical limitations or other constraints to more intensive development.</p>	<p>Large Lot Residential Lot sizes between 800-1500m2. 1 storey detached typologies. Density in the range of 5-10 dwellings per hectare.</p>		<p>No</p>

National Planning Standards – Residential Zone names and descriptions	Future Development Strategy – Range of housing types that FDS anticipates	TRMP Residential zone - methods	Proposed TEP Residential Zones that align with NPStds
<p>Low Density Residential Areas used predominantly for residential activities and buildings consistent with a suburban scale and subdivision pattern, such as one to two storey houses with yards. And landscaping, and other compatible activities.</p>			<p>Zone description Residential areas where further development is limited e.g. slope instability) providing for suburban family homes of up to 2 storeys on larger residential allotments. e.g.: Richmond east above Hill St - hillslope area Other compatible activities.</p> <p>Standards Average density - 3 or 4 bedroom house (220 m2) on a 600m2 - 1000m2 site (P) Minor or second dwelling (C) Medium Density development (D) Building height: 8m Building coverage: 40%</p>
<p>General Residential Areas used predominantly for residential activities with a mix of building types, and other compatible activities.</p> 	<p>Standard Residential 1-2 storey detached typologies with some attached. Lot sizes between 300-500m2. Density in the range of 15-22 dwellings per hectare.</p> 	<p>Standard Residential density Average density - 3 or 4 bedroom house (220 m2) on a 350m2 - 700m2 site.</p> <p>Lot sizes vary from: - 350m2 –450m2 if wastewater (e.g. Richmond, Murchison) and -up to 900m2 to 1000m2 (Richmond above Hill St & St Arnaud) 1 dwelling per lot Height: 5m if lot 400m2 or less, 7.5m if greater. Building coverage: 40% Richmond, Motueka, Wakefield & Brightwater + detention, 33% elsewhere.</p> <p>Comprehensive development provided for at RD/D consent level.</p>	<p>Zone description Residential area providing for a range of housing choices with a suburban character (generally 1-2 storey houses).</p> <p>Standards Average density - 3 or 4 bedroom house (220 m2) on a 350m2 - 600m2 site (P) Building height: 8m (> from 5m or 7.5m if lot >400m2. Building coverage: 33% or 40% (> from 33% outside Richmond, Motueka, Wakefield and Brightwater) if detention.</p> <p>Infill: Attached, minor or second dwelling if 200m2 per additional residential unit (P).</p> <p>Medium density development: (RD) rather than RD/D consent level.</p>

National Planning Standards – Residential Zone names and descriptions	Future Development Strategy – Range of housing types that FDS anticipates	TRMP Residential zone - methods	Proposed TEP Residential Zones that align with NPStds
<p>Medium Density Residential Areas used predominantly for residential activities with moderate concentration and bulk of buildings, such as detached, semi-detached and terraced housing, low-rise apartments, and other compatible activities.</p>  	<p>Medium Density Residential 2-3 storey attached typologies (e.g duplex, terraced house) Density in the range of 30-40 dwellings per hectare.</p> <hr/> <p>Low-rise Residential Intensification 3-4 storey attached typologies (e.g Terraced house, apartments). Density in the range of 50-70 dwellings per hectare.</p> <hr/> <p>Mid-rise Residential Intensification 3-6 storey attached typologies (e.g. apartment) Density in the range of 100 dwellings per hectare.</p>	<p>Comprehensive Development 3 or more dwellings on a parent site. Minimum lot size: 280m² in Richmond & Motueka, 350m² elsewhere. Height: - n/a Building coverage: 40%. Consent level: Subdivision (D), Building (RD) – can be applied for separately.</p> <hr/> <p>Intensive development (brownfields) 1 or more dwellings on a parent site or subdivided lot. Minimum lot size on subdivision 200m² Height: 7.5m² Building coverage: 50%+detention Consent level: Subdivision (C), Building (RD).</p> <hr/> <p>Compact density development (greenfields) 1 or more dwellings on a parent site. Parent site minimum size: 5,000m² On subdivision - no minimum lot size Height: HtoB only Building coverage: 50% Consent level: Subdivision (R), Building (C). All consents (subdivision, and building) to be applied for together.</p>	<p>Medium Density Development <u>Zone Description</u> Areas used predominantly for residential activities with moderate concentration and bulk of buildings, such as detached, semi-detached and terraced housing, low-rise apartments, and other compatible activities, <i>up to 2 storey high (brownfields) or 3 storeys high in (greenfields).</i></p> <p><u>Standards</u> 3 or more dwellings on a parent site.</p> <p>Brownfields: Minimum lot size on subdivision: 200m² <i>Infill: Minimum area per residential unit: 200m² (new)</i> Building coverage: 50%+detention Height: 10m² - 3 storeys (<i>change from 2 storeys- 7.5m²</i>) Except for Richmond – 20m² - 6 storeys Consent level: Subdivision - (C +building envelope & meets standards), <i>Building - up to 3 res.units (C) – change from (RD), More than 3residential units (RD).</i> Subdivision & building consents can be submitted separately. Change - building consent (C) if submitted simultaneously with subdivision consent.</p> <p>Greenfields <i>Minimum parent site size: 2,500m² (change from 5,000m²)</i> On subdivision: no minimum lot size Height: 10m (3 storeys) (<i>change from HtoB only</i>) Except for Richmond – 20m² - 6 storeys Building coverage: 50% Consent level: Subdivision (C), Building (RD, consider (C).</p>

National Planning Standards – Residential Zone names and descriptions	Future Development Strategy – Range of housing types that FDS anticipates	TRMP Residential zone - methods	Proposed TEP Residential Zones that align with NPStds
			All consents (subdivision, and building) to be applied for together.

National Planning Standards – Residential Zone names and descriptions	Future Development Strategy – Range of housing types that FDS anticipates	TRMP Residential zone - methods	Proposed TEP Residential Zones that align with NPStds
<p>High Density Residential Predominantly for residential activities with high concentration and bulk of buildings, such as apartments, and other compatible activities.</p>	<p>High Density Residential / Mixed-Use 6+ storey attached typologies (e.g. Apartment with ground floor retail) Density in the range of 120+ dwellings per hectare.</p>		<p>High Density Residential Not proposed.</p>
<p>Mixed Use Zone description Areas used predominantly for a compatible mixture of residential, commercial, light industrial, recreational and/or community activities.</p>			<p><u>Zone description</u> The Mixed use zone would apply to the land surrounding the Town Centre CBD, an area that blends commercial, community and residential activity that can complement CBD. It is a location that has been identified as having potential for further development and redevelopment for a variety of uses.</p> <p><u>Standards</u> Up to 6 storeys. Oppo Opportunities for residential living, where this doesn't conflict with core business activity, would also be enabled.</p> <p>To be developed further.</p>

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- ⁱ As above
- ⁱⁱ Boffa Miskell presentation to the Urban Design Forum conference - Urbanism New Zealand, 2018
- ⁱⁱⁱ Understanding the impacts of releasing greenfield sites for development, April 2020
- ^{iv} Tasman District Town Centre Audits Report, April 2020
- ^v As above
- ^{vi} TDC staff notes from a Community Housing Aotearoa (CHA) meeting
- ^{vii} Boffa Miskell presentation to the Urban Design Forum conference - Urbanism New Zealand, 2018
- ^{viii} Endnote iv above refers
- ^{ix} Urban Environment section 35 Report, 2019, pg. 30
- ^x As for xii above
- ^{xi} As for iii above
- ^{xii} Richmond Residential Advisory Group, Recommendations on Intensification to Council, 2015
- ^{xiii} Tasman District Town Centre Audits Report, April 2020