

Notice is given that a Tasman Resource Management Plan (TRMP) hearing will be held on:

Date: 11 April 2018
Time: 9.30 am
Venue: Council Chambers, 189 Queen St, Richmond

**Environment and Planning Committee
Tasman Resource Management Plan
Hearing 75
Change 66: Richmond Housing Choice
AGENDA**

MEMBERSHIP

Chairperson	Cr T King	
Deputy Chairperson	Cr S Brown	
Members	Mayor R G Kempthorne	Cr S Bryant
	Cr P Canton	Cr M Greening
	Cr P Hawkes	Cr K Maling
	Cr D McNamara	Cr D Ogilvie
	Cr P Sangster	Cr T Tuffnell
	Cr A Turley	Cr D Wensley

(Quorum 7 members)

Contact Telephone: 03 543 8581
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Website: www.tasman.govt.nz

TIMETABLE

9.30 am	Opening, Apologies, Welcome Confirmation of Order and Submission Timetable Decision on any Late Submissions
9.45 am	Hearing of Submissions / Presentation of Reports
12.30 pm	Luncheon Adjournment
1:15 pm	Hearing of Submissions / Presentation of Reports (cont'd)

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Staff Assessment Report Name And Number		Submission	Rec. No
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625	Change 66: Heritage Buildings, Protected Trees and Cultural Heritage	C66.849.1	625.1
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		C66.849.5	625.1
		C66.849.6	625.1
		C66.849.7	625.1
		C66.849.8	625.1
		C66.849.9	625.1
		C66.849.10	625.1
		C66.849.11	625.1
		C66.849.12	625.1
		C66.849.13	625.1
		C66.849.14	625.1
		C66.849.15	625.1
		C66.849.16	625.1
		C66.849.17	625.1
1503	National Council of Women of NZ (Inc.)		
623	Change 66: RIDA Development and Plan Rules	C66.1503.1	623.1
624	Change 66: Infrastructure	C66.1503.2	624.1
1823	Nelson Marlborough District Health Board		
623	Change 66: RIDA Development and Plan Rules	C66.1823.1	623.1
		C66.1823.4	623.1
626	Change 66: Miscellaneous	C66.1823.2	626.1
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		C66.1823.6	626.1
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2799	Tasman District Council staff		
623	Change 66: RIDA Development and Plan Rules	C66.2799.1	623.1
		C66.2799.2	623.1
		C66.2799.3	623.1
		C66.2799.4	623.1
		C66.2799.5	623.1
		C66.2799.6	623.1
624	Change 66: Infrastructure	C66.2799.7	624.1
		C66.2799.8	624.1
		C66.2799.9	624.1
625	Change 66: Heritage Buildings, Protected Trees and Cultural Heritage	C66.2799.10	625.1
		C66.2799.11	625.1
2864	Horticulture New Zealand		
623	Change 66: RIDA Development and Plan Rules	C66.2864.1	623.1
3461	Thomas, Graham		
623	Change 66: RIDA Development and Plan Rules	C66.3461.1	623.2
		C66.3461.2	623.2
4138	Batt, Roger		
625	Change 66: Heritage Buildings, Protected Trees and Cultural Heritage	C66.4138.1	625.1
4139	Borcovsky, Paul & Nita		
623	Change 66: RIDA Development and Plan Rules	C66.4139.1	623.1
4140	Burt, David		
623	Change 66: RIDA Development and Plan Rules	C66.4140.1	623.1
		C66.4140.2	623.1
626	Change 66: Miscellaneous	C66.4140.3	626.1
4141	Burt, Ronald P & Shirley A		
624	Change 66: Infrastructure	C66.4141.1	624.1
4142	Castle, Bridget		
623	Change 66: RIDA Development and Plan Rules	C66.4142.1	623.1
		C66.4142.2	623.1
		C66.4142.4	623.1
		C66.4142.5	623.1
624	Change 66: Infrastructure	C66.4142.3	624.1

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4143 Gimelfarb, Lev		
623 Change 66: RIDA Development and Plan Rules	C66.4143.1	623.1
4144 Jones, Sarah		
623 Change 66: RIDA Development and Plan Rules	C66.4144.1	623.1
4145 Gibson, Graeme & Ronnie		
624 Change 66: Infrastructure	C66.4145.1	624.1
626 Change 66: Miscellaneous	C66.4145.2	626.1
4146 Nelson Tasman Housing Trust		
623 Change 66: RIDA Development and Plan Rules	C66.4146.1	623.1
	C66.4146.3	623.1
	C66.4146.4	623.1
624 Change 66: Infrastructure	C66.4146.5	624.1
	C66.4146.6	624.1
626 Change 66: Miscellaneous	C66.4146.2	626.1
4147 Palmer, John		
623 Change 66: RIDA Development and Plan Rules	C66.4147.1	623.1
	C66.4147.2	623.1
	C66.4147.5	623.2
624 Change 66: Infrastructure	C66.4147.3	624.1
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4148 Michael Reid Ltd		
623 Change 66: RIDA Development and Plan Rules	C66.4148.1	623.1
4149 Williams, Ben		
623 Change 66: RIDA Development and Plan Rules	C66.4149.1	623.1
4150 Butler, Lynnette		
623 Change 66: RIDA Development and Plan Rules	C66.4150.1	623.1
624 Change 66: Infrastructure	C66.4150.2	624.1
	C66.4150.3	624.1
4151 McNicoll, Karen		
623 Change 66: RIDA Development and Plan Rules	C66.4151.1	623.1
624 Change 66: Infrastructure	C66.4151.2	624.1
4152 Butler, Edward		
623 Change 66: RIDA Development and Plan Rules	C66.4152.1	623.1
624 Change 66: Infrastructure	C66.4152.2	624.1
	C66.4152.3	624.1

PROPOSED PLAN CHANGE 66 - RICHMOND HOUSING CHOICE

Section 42A Report

EXECUTIVE SUMMARY

Purpose of the Report

This report is prepared under Section 42A of the Resource Management Act 1991 (RMA) to advise on matters raised in submissions following the public notification of Proposed Plan Change 66 Richmond Housing Choice (PC66) on 14 October 2017.

In addition, Section 32AA of the RMA requires a further evaluation if any changes are made to the proposed PC66 after notification. Council is also required to give reasons for its decisions and this report assists in this regard.

Submitters have requested a number of changes to PC66. These requests have been evaluated in the S42A reports forming part of this bundle and many of them have been recommended to Council as improvements.

Background

In general terms, PC66 introduces provisions into the Tasman Resource Management Plan (TRMP) to further encourage a range of housing choices, including medium density housing development in Richmond and to enable intensive housing through infill and redevelopment in the Richmond Intensive Development Area (RIDA) — an existing 'brownfield' location in central Richmond, close to the town centre.

Selection of the RIDA location was based on extensive assessment of multiple criteria, including infrastructure capacity and accessibility to services such as public transport and facilities, e.g., schools and reserves, among others. Further locations within the District may be investigated for intensive housing options following the completion of PC66.

The Explanatory Statement which accompanied PC66 on notification, contains a summary of the contents of PC66 at that date. For ease of reference, the Statement is attached as Appendix A.

The zone update map 58/1, attached as Appendix B, shows the location of RIDA within central Richmond.

Process

The process for developing a proposed plan change is described in Schedule 1 of the RMA. The process followed for PC66 is briefly outlined below.

PC66 was notified on 14 October 2017 and was open for written submissions until 27 November 2017.

After PC66 was publically notified, but before the period for submissions closed, Councillors and staff held three information sessions in the Richmond Mall to brief the community about the Plan Change.

A total of 21 written submissions were received on PC66, five of which were from public or membership organisations, the rest from individuals. Ten of the 21 submitters requested that PC66 be retained for a variety of reasons, with or without amendment, while one submitter requested the change be withdrawn. No further submissions were received.

The notified proposed Plan Change was the outcome of Council's review into the residential density of Richmond. The density review followed on from the Richmond Development Study, 2003 – 2005, which assessed how to provide for the growth of Richmond. The review process included the public release of the "Richmond Urban Density Investigation report" in 2012. This report and associated maps helped Council and the community to develop a vision for the growth and development of Richmond that included further opportunity for medium density development close to the town centre. Following the release of the Investigation report, Council consulted further with the local public and stakeholder communities. The consultation feedback culminated in the establishment of the Richmond Residential Advisory Group (RRAG) in 2015; pre-plan change notification consultation in 2016 and the notification of PC66 in 2017.

The process of development of PC66 up until the point of public notification is documented within the Section 32 evaluation report entitled "Report on the Assessment of Alternatives under Section 32— Proposed Plan Change 66 Richmond Housing Choice".

The Plan Change, Section 32 evaluation report and other background information is on the Council website or available from Council if requested.

The Staff Evaluation Reports (SERs) contained within this bundle build on the original section 32 evaluation in accordance with Sections 32AA and 42A of the RMA.

Reporting

Plan Change 66 was developed by Tasman District Councillors and a staff team comprising Mary Honey and Jacqui Deans and co-ordinated by Maxine Day.

Submissions on a notified plan change are summarised by Council and grouped in relation to affected plan change provisions. The issues raised are then assessed by staff and recommendations for improvements to the plan change are made. The assessment, recommendations and reasons for the recommendation are contained in the s42A staff evaluation reports. This is a legal process. If a submission requests an action that was not subject to formal notification, it may be 'out of scope'. Or it may be an action more appropriately addressed through Council's Long Term Plan or by another Council process or agency.

This s42A report comprises four separate Staff Evaluation Reports (SERs) responding to submissions on proposed PC66. The SERs, the primary author involved, and a summary of topics covered within each report are listed below. Reports authored by different staff may vary in style, although the basic format is the same.

SER 623 RIDA Development and Plan Rules (Mary Honey)

This report notes the number of submitters that specifically requested that PC66 be retained or withdrawn. The report responds to 17 submitters who requested changes or further assessment of issues relating to: (i) the RIDA policy and rule framework; and (ii) the spatial extent and zoning of RIDA. As a result of the submissions, a number of improvements to the plan framework are recommended.

SER 624 Infrastructure (Jacqui Deans)

This report responds to ten submitters who referred to infrastructure effects arising from residential intensification in Richmond, i.e. transport (car parking, increased traffic, public transport, traffic safety, walkability and cycle tracks); the three waters – drinking water, wastewater and stormwater; and level of service of open space. Some improvements to the Plan framework are recommended in response to specific submission requests, although a number are recommended to be addressed through further actions outside of PC66, through other Council processes.

SER 625 Heritage Buildings, Protected Trees and Cultural Heritage (Jacqui Deans)

This report responds to three submitters who referred to effects on heritage buildings, protected trees and cultural heritage. The issues raised in submissions all concern sufficient controls being in place in the TRMP to protect heritage assets from the effects of subdivision and development. As a result of the submissions, a number of changes to PC66 are recommended. In the Heritage New Zealand submission, there are a number of points that staff recommend as 'out of scope'.

SER 626 Miscellaneous (Jacqui Deans)

This report responds to six submitters who raised miscellaneous issues in their submissions, i.e. affordability of housing, council fees, universal design and protection of rural land for food production. Some improvements to PC66 are recommended in response to specific submission requests.

Issues Out of Scope

Many issues were raised by submitters and all of these have been addressed within the staff evaluation reports. However, not all requests are within the scope of PC66 or within Council's powers under plan change processes as regulated by the RMA. This does not mean that they have been disregarded, rather that this process is not the place for their consideration.

The submission requests which staff recommended are disallowed because they are 'out of scope' are listed below. Broadly, the requests are considered out of scope because they seek changes to Plan text that was relocated, but not changed by PC66, or the issue is not the focus of PC66 and Council has not undertaken either the necessary assessment work to support the change requested, or the necessary notification of such a proposal.

SER Report 623 – RIDA Development and Plan Rules:
Submitters: 4146.3; 4148.1

SER Report 624 – Infrastructure:
Submitters: 1503.2; 4142.3; 4146.5; 4147.3; 4150.3; 4152.3

SER Report 625 – Heritage Buildings, Protected Trees and Cultural Heritage:
Submitters: 849.4; 849.5; 849.6; 849.7; 849.8; 849.9; 849.10; 849.11; 849.14; 849.15; 849.16; 839.17

SER 626 – Miscellaneous:
Submitters: 1823.3 in part; 4145.2.

Recommendations and Reasons

The overall recommendation is that PC66 is retained together with staff recommendations that improve the detail of the proposals. For the detail about what staff have recommended as improvements, as well as requests not recommended by staff, please refer to the individual SER reports.

Hearing, Deliberations and Decisions

Hearings of all submitters who have identified that they wish to present their requests to Council in person have been scheduled for 11 April and, if needed, 13 April. Following this, staff may make further recommendations to the Council and these will be made available to all affected submitters. Submitters' requests, the verbal and written presentation material from the hearings, staff evaluations and further evaluations will all contribute to the deliberations process of Council. Following this, decisions will be made and publicly notified. There is an appeals process available in respect of these decisions, outlined within Part II Schedule 1 of the Resource Management Act.

Locating Your Submission in the Reports

To find where your submission is located in the reports, please refer to the Staff Consideration Index that follows.

Appendix A

Explanatory Statement to Proposed Plan Change 66: Richmond Housing Choice

“The purpose of the Plan Change is to increase the choice of living opportunities in Richmond to allow for:

- (a) residential intensification in central Richmond in the Richmond Intensive Development Area (RIDA) as shown on the planning maps; and
- (b) a change to the compact density provisions for Richmond South and West.

RIDA is located close to the facilities provided in the town centre. In addition to standard density residential development, RIDA provides the opportunity for intensive residential development.

RIDA is intended to absorb some of the further residential growth of Richmond, together with Richmond South, West and East development areas.

The Richmond Development Study (2003) assessed the growth options for Richmond. Denser growth and development was identified by Council as part of a package of options, which included outward expansion onto new greenfields land and intensification of existing urban areas.

The Study identified more compact forms of urban growth as important for the following reasons:

- Encroachment onto rural productive land is reduced.
- The extent of adverse effects associated with urban development can be better managed.
- Services such as water, wastewater, and stormwater can be provided more efficiently.
- Better energy efficiency can be achieved, particularly where associated with urban transportation.

An aging population and reduced household sizes are resulting in an increased demand for small and compact properties.

Currently the Plan provides for medium density housing development in Richmond locations in the form of Compact Density development in new greenfield locations in Richmond South and West, and in the form of Comprehensive development in the rest of Richmond except for Richmond East above Hill Street.

The Plan Change introduces additional objectives and policy provisions to support medium density housing development in Richmond and to enable intensive housing through infill and redevelopment in RIDA, an existing ‘brownfield’ location in central Richmond around the town centre.

Intensive Housing in RIDA

The Plan Change promotes intensive housing in RIDA with a high standard of amenity through adherence to minimum standards for density, height, setbacks, bulk and scale of the housing relative to its context, and adjacent land uses, including streets. For RIDA, the Plan Change introduces a new reduced lot size (200 sqm) along with reduced parking and access standards that are appropriate for intensive housing located close to the town centre. Some of the bulk and location standards for intensive housing are the same as those for Compact Density housing, including the requirements for outdoor living space, the building envelope and external boundary setback standards. For RIDA, the Change includes existing standards and also introduces a new standard that protects privacy and visual amenity.

The Plan Change enables consents for subdivision and residential building activity for intensive development in RIDA to be applied for separately. Subdivision for intensive housing in RIDA is a Controlled activity provided that a complying building envelope is shown and key standards are met. Land Use (building construction) is a Restricted Discretionary activity if key standards are met.

The Plan Change aims to manage development so that stormwater from additional development does not cause flooding or contribute to any damage caused by flooding. To that end, the Plan Change introduces a new permitted stormwater standard that provides for onsite stormwater detention for additional site coverage resulting from new development; for specified flood flowpath protection and for infiltration of stormwater into the ground. A new planning map titled ‘Specified Stormwater Flood Flowpaths—Richmond Intensive

Development Area' shows the major flowpaths within RIDA. It does not show minor stormwater flowpaths or flows resulting from unexpected blockages.

Compact Density Development in the Richmond South and West Development Areas

The Plan Change proposes a reduction in the current minimum parent site size for Compact Density subdivision in the Richmond South and West Development Areas from 5,000 sqm to 1,500 sqm thus aligning the standard with that for the Mapua Special Development Area and the Motueka Compact Density Residential Area.

Other minor changes to the Compact Density provisions correct errors or are made for consistency purposes.

Residential Subdivision Provisions

The Plan Change makes some minor changes to the residential subdivision rules for the purpose of aligning specific provisions with other parts of the Plan. Schedule 16.3C relating to services required on subdivision is amended to correctly reflect the Permitted activity subdivision provision for stormwater. Also, the subdivision provision which subjects sites located within 60 metres of Designation 127 to a consent notice to ensure compliance with the Residential Zone (building construction and alteration) Permitted rule relating to internal sound levels is amended to align with the Residential Zone rule.

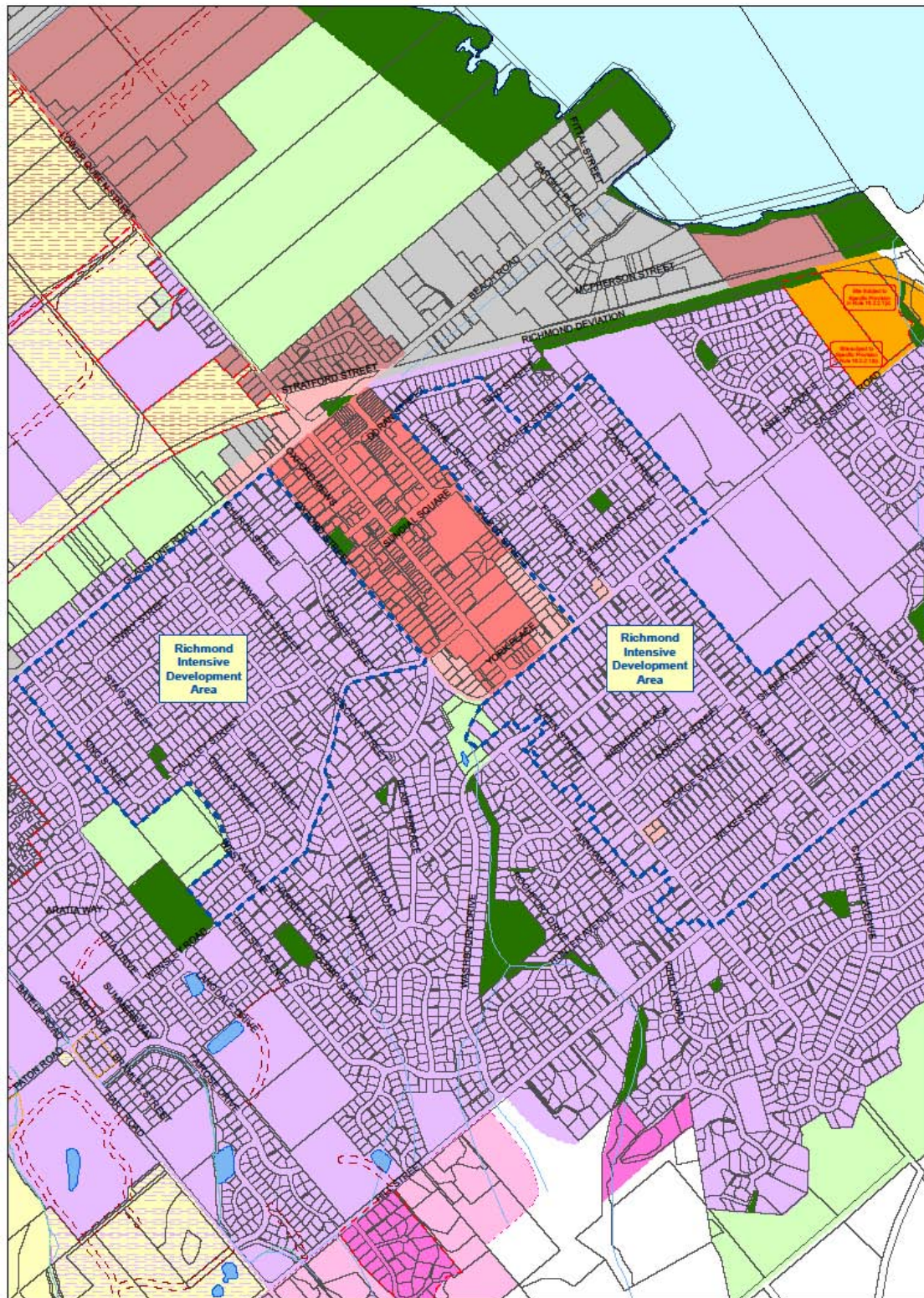
Urban Design Guide

In addition to a new Plan standard that protects privacy and visual amenity in RIDA, the Plan Change introduces a new urban design guideline to facilitate privacy for internal spaces.

Plan Legibility

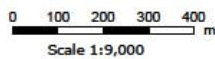
For the purpose of improving Plan legibility, substantial portions of text in Chapter 16.3.1 relating to Residential subdivision and Chapter 17.1 relating to the Residential Zone have been relocated within the Chapter. The text which has not changed, but just moved, is shown in grey shading.”

Richmond Intensive Development Area, Zone Update Map 58/1



TASMAN RESOURCE MANAGEMENT PLAN
Plan Change 66
Proposed

Sourced from Land Information New Zealand data.
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Legend

Richmond Intensive Development Area

ZONES

Update Map 58/1
14 October 2017

Maps affected: 23, 57, 124, 125, 129, 130

623 Change 66: RIDA Development and Plan Rules

Evaluation Overview

In general terms, Proposed Plan Change 66 (PC66) introduces additional plan provisions to further encourage medium density housing development in Richmond and to enable intensive housing through infill and redevelopment in the Richmond Intensive Development Area (RIDA) — an existing 'brownfield' location in central Richmond, close to the town centre.

This report addresses, in total, 32 submission points made by 17 submitters related to the planning framework. No further submissions were received on PC66.

A number of submissions that request that PC66 be retained, amended or deleted are addressed as well as requests relating to the development of the proposed Richmond Intensive Development Area (RIDA) and the proposed plan framework for RIDA.

GENERAL REQUESTS THAT PC66 BE RETAINED OR DELETED

Ten submitters request that PC 66 be retained for a variety of reasons. Of these 10 submitters, 7 also requested additional relief.

In summary, submitters request that the PC 66 be retained as it will:

- Enable medium density housing close to the town centre
- Save on infrastructure costs
- Cater for the elderly population
- Reduce the loss of productive land to urban development
- Provide small sections which are needed.

In addition to a request for retention of the PC66, submitters request that:

- Single-storey dwellings are retained (addressed in this report 623)
- Lifetime (universal design) housing is encouraged (addressed in report 626 - Miscellaneous)
- Parking requirements are reviewed (addressed in report 624 - Infrastructure)
- Plan change is simplified (addressed in this report 623)
- Council fees are reduced (addressed in report 626 - Miscellaneous)
- Affordable housing is provided for (addressed in report 626 - Miscellaneous)
- Private developer covenants are addressed (considered in this report 623).

One submitter requests that PC66 be deleted in its entirety to prevent overcrowding, reduced levels of safety due to increased vehicle movements, and dwelling density. Traffic safety is addressed in report 624 Infrastructure.

The report assesses the submission requests under the following sections:

- The RIDA policy and rule framework (addressed in Evaluation and Recommendation set 623.1).
- The spatial extent and zoning of RIDA (addressed in Evaluation and Recommendation set 623.2).

Submissions Dealt with in this Report

C66.1503.1	National Council of Women of NZ (Inc.)	C66 GEN	Retain the Proposed Plan Change in relation to the Upper Queen Street/Salisbury/Darcy Street area.
C66.1823.1	Nelson Marlborough District Health Board	C66 GEN	Retain the Proposed Plan Change.
C66.1823.4	Nelson Marlborough District Health Board	C66 GEN	Enable single storey housing as well as two storeys, as better suited for ageing residents and/or those living with a disability.
C66.2799.1	Tasman District Council staff	16.3.3.1A	Add "and without public notification" to the end of the notification note at the end of 16.3.3.1A so it reads: "Non-Notification Applications for resource consent that comply with the conditions of this rule 16.3.3.1A will be decided without limited notification and without public notification."
C66.2799.2	Tasman District Council staff	16.3.3.2B	Add the following notification note to the end of rule 16.3.3.2B: "Non-Notification Applications for resource consent that comply with the conditions of this rule 16.3.3.2B will be decided without public notification."
C66.2799.3	Tasman District Council staff	17.1.3.4CC	Add "and without public notification" to the end of the notification note at the end of 17.1.3.4CC so it reads: "Non-Notification

Staff Evaluation Report : 623 - Change 66: RIDA Development and Plan Rules

Applications for resource consent that comply with the conditions of this rule 17.1.3.4CC will be decided without limited notification and without public notification.”

C66.2799.4	Tasman District Council staff	16.3.3.4	Amend proposed condition 16.3.3.4 (a), as amended, by replacing the word 'and' with the word 'or'.
C66.2799.5	Tasman District Council staff	16.3.3.2	Amend first paragraph of rule 16.3.3.2 by replacing the reference to (y) with (ma) so it reads: “Subdivision in the Residential Zone that does not comply with controlled condition (ma) of rule 16.3.3.1 is a restricted discretionary activity.”
C66.2799.6	Tasman District Council staff	17.1.3.4BB	1. Amend the introductory paragraph of rule 17.1.3.4BB by: (a) Changing the three references from “7” to “17”. (b) Inserting the words “for standard density development” after the reference to 17.1.3.2 and the words “compact density development” after the reference to 17.1.3.3 so it reads: “Construction or alteration of a building in the Richmond South, Richmond West, Motueka West, Richmond Intensive, Mapua and Mapua Special development areas and the Motueka West Compact Density Residential Area that does not comply with the conditions of rules 17.1.3.1 and 17.1.3.2 for standard density development and or 17.1.3.3 for compact density development, is a restricted discretionary activity, if it complies with the following conditions:”. 2. Amend the heading above condition 17.1.3.4BB(c) by adding the words “Richmond South, Richmond West, Mapua Special Development Area and the Motueka West Compact Density Residential Area” so it reads: “Compact Density Development - Multiple Consents - Richmond South, Richmond West, Mapua Special Development Area and the Motueka West Compact Density Residential Area”.
C66.2864.1	Horticulture New Zealand	C66 GEN	Retain the Proposed Plan Change.
C66.3461.1	Thomas, Graham	ZM 57	Include property numbers 43-57 (A&B) Croucher Street within the proposed Richmond Intensive Development Area and alter any other sections of Plan Change 66 as required.
C66.3461.2	Thomas, Graham	ZM 125	Include property numbers 43-57 (A&B) Croucher Street within the proposed Richmond Intensive Development Area.
C66.4139.1	Borcovsky, Paul & Nita	C66 GEN	Retain the Proposed Plan Change.
C66.4140.1	Burt, David	C66 GEN	Retain the Proposed Plan Change.
C66.4140.2	Burt, David	C66 GEN	Write less obscure and less complicated rules in the Proposed Plan Change, providing greater certainty.
C66.4142.1	Castle, Bridget	2.2	Clarify the definitions of Compact Density development, Comprehensive Residential development, Intensive development and Medium Density development to provide greater distinction and avoid overlapping of meaning.
C66.4142.2	Castle, Bridget	6.0	Retain issue 6.0(k).
C66.4142.4	Castle, Bridget	6.2.20.1	Delete the limitation in method 6.2.20.1(g) of minimum house sizes through covenants on subdivisions in the subdivision and zone rules.
C66.4142.5	Castle, Bridget	C66 GEN	Delete limitations that in one zone permit only sections of a certain size range to be formed.

Staff Evaluation Report : 623 - Change 66: RIDA Development and Plan Rules

C66.4143.1	Gimelfarb, Lev	17.1.3.4CC	Amend condition 17.1.3.4CC(g) to ensure there is no adverse effect of any two-storey dwelling on the views from properties at the top of Cautley Street
C66.4144.1	Jones, Sarah	C66 GEN	Retain the proposed Plan Change. (200 sqm sections are also needed in Central Motueka.)
C66.4146.1	Nelson Tasman Housing Trust	C66 GEN	Retain the Proposed Plan Change.
C66.4146.3	Nelson Tasman Housing Trust	C66 GEN	Provide greater clarity in the Plan that comprehensive developments, as distinct from compact developments, become a Permitted rather than a Controlled activity.
C66.4146.4	Nelson Tasman Housing Trust	C66 GEN	Address the obstacle of restrictive covenants on sites that prevent more than one dwelling per title and/or prevent affordable and social housing being built.
C66.4147.1	Palmer, John	C66 GEN	Retain the Proposed Plan Change.
C66.4147.2	Palmer, John	C66 GEN	Retain single-storey dwellings for elderly for accessibility reasons as well as cheaper maintenance costs.
C66.4147.5	Palmer, John	17.1.3.4CC	As identified in condition 17.1.3.4CC(f), consider the effects of shade cast by a two-storey building on a small section over neighbouring properties, and ensure new standards reflect best practice, e.g. in mid-winter in Richmond, a 7.5m high building will cast a shadow of 15.9m at solar noon; in May-July a 7.5m high building will cast a shadow of at least 13.6m.
C66.4148.1	Michael Reid Ltd	C66 GEN	Use this Proposed Plan Change opportunity to maintain and promote the identity of a Special Character Area Zone close to the centre of Richmond: Dorset/Cambridge/Oxford streets and potential for some high quality contemporary higher density housing of 2-3 storeys and possibly some mixed use development, including protecting views of the Holy Trinity Church historic building and retaining some character houses in the area. Involve the Urban Design Panel in all developments in the zone.
C66.4149.1	Williams, Ben	C66 GEN	Withdraw the Proposed Plan Change.
C66.4150.1	Butler, Lynnette	C66 GEN	Retain the Proposed Plan Change.
C66.4151.1	McNicoll, Karen	C66 GEN	Retain the Proposed Plan Change.
C66.4152.1	Butler, Edward	ZM 57	Withdraw the Proposed Plan Change for the Cautley Street character area no. 5

Evaluation and Recommendations 623.1**A. Evaluation****1.0 Introduction****1.1 Submissions Specific to this Evaluation and Recommendation Set**

1503.1, 1823.1, 1823.4, 2799.1, 2799.2, 2799.3, 2799.4, 2799.5, 2799.6, 2864.1, 4139.1, 4140.1, 4140.2, 4142.1, 4142.2, 4142.4, 4142.5, 4143.1, 4144.1, 4146.1, 4146.3, 4147.2, 4147.5, 4149.1, 4150.1, 4151.1

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1.2 Background

This Evaluation and Recommendation set (623.1) relates to the RIDA policy and rule framework.

PC66 promotes intensive housing in RIDA, close to the town centre with a high standard of amenity through adherence to minimum standards for density, height, setbacks, bulk and scale of the housing relative to its context, and adjacent land uses, including streets.

The objectives of PC66 are to:

- (a) Provide for a diversity and choice of housing density and form in Richmond to cater for a growing population, a changing demographic profile and a range of living options.
- (b) Encourage residential intensification through a combination of infill and redevelopment in the Richmond Intensive Development Area (RIDA), which is a 'brownfields' or already developed area located around the town centre.
- (c) More generally, through stronger policy direction, ensure that medium density housing in Richmond achieves a high standard of amenity.

By way of context, medium density housing in the form of 'Compact density development' is provided for in new or 'greenfield' development areas in Richmond South and West on the outskirts of Richmond.

Also, the TRMP 'Comprehensive residential development' form provides for a limited form of medium density housing in the rest of the Residential zone throughout the District (including central Richmond) unless specifically excluded. The rule framework for Comprehensive development, which has existed in the TRMP since its inception, provides limited encouragement for medium density development in practice as 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.

PC66 introduces the intensive housing form for RIDA. This Intensive housing form has been developed to encourage appropriate, high-amenity medium-density housing in a 'brownfields' or 'already developed' location close to the town centre.

The 'Intensive development' form will replace the 'Comprehensive residential development' form in RIDA when PC66 takes legal effect. The option for standard density development in RIDA remains.

Some of the bulk and location standards for intensive housing are the same as those for Compact Density housing, such as the requirements for site and building coverage and outdoor living space. Other standards are different and better suited to the brownfields context, such as the site size, building height, building setback and privacy provisions.

PC66 enables subdivision and land use (building construction) resource consents to be submitted separately. This is different to the TRMP provisions for 'Compact density development' and to the subdivision provisions for 'Comprehensive residential development' which require that these consents are submitted together. Also PC66 introduces a permitted activity status pathway for stormwater consent in RIDA.

NOTE: Various categories of resource consent are referred to in this report. To aid understanding and ease of reference, the categories are described in Appendix 1 to this report.

2.0 Affected Plan Provisions

Submission requests relates to the definition and types of medium-density housing that currently exist in the operative TRMP as well as those introduced by PC66 (Chapter 2.2) and to the Urban Environment Effects policy chapter 6.

Predominantly, submission requests relate to the Restricted Discretionary land use - building construction provisions contained in 17.1.3.4CC which provide for intensive housing in RIDA. Affected provisions for intensive housing are:

- Minimum section size of 200 sqm (17.1.3.4CC(c))
- Maximum building coverage of 50% (17.1.3.4CC(e))
- Maximum building height of 7.5m which enables two storeys in RIDA (as a Restricted Discretionary activity). Increased height above this threshold defaults to a Discretionary activity (17.1.3.4CC(g))
- Outdoor living space provisions which are the same as for Compact density housing

- (17.1.3.4CC(f) which refers to 17. 1.3.3(h)-(l))
- Privacy provision which sets back any residential building from any other by 3m (17.1.3.4CC(i))
 - Setback and height in relation to boundary rules to protect privacy and amenity, some of which are the same as the compact density rules (17.1.3.4CC(f) which refers to 17.1.3.3(f) - (ga))
 - Provision of one or more dwellings per section, thus enabling minor dwellings/granny flats (17.1.3.4CC(b))
 - Recess in a building length at the first-storey level, where that frontage exceeds 12 metres, to achieve a break up of building mass and aesthetic interest (17.1.3.4CC(h))
 - Urban design – with additional provisions relating to the positioning of windows to maximize privacy (Part II, Appendix 2).

Submission requests to amend errors or improve meaning and clarity relate to the residential subdivision section 16.3.3 of Chapter 16, as well as Chapter 17.

3.0 Issues

Staff have identified three main areas of interest or concern in submission requests to PC66 as they relate to this Evaluation/Recommendation (623.1) on the RIDA policy and plan framework. These are summarised and described in brief as follows:

3.2 Issue 1: Definition and status of medium-density housing in Richmond and the District.

The two submissions on this issue are concerned with further differentiating between the form or types of housing provided for in the TRMP and the consent status of an existing form of medium density development.

3.3 Issue 2: Single and two-storey housing and the effects on neighbours, the neighbourhood and the community

3.4 Issue 3: Technical changes to improve the meaning and consistency of terms and usability of the TRMP

4.0 Options

4.1 Option 1: Withdraw PC66 and revert back to the current operative TRMP in respect of the framework for residential development in Richmond

The disadvantage of this option is that the current TRMP has no specific policy or plan rules that encourage a suitable form of medium density housing close to the Richmond town centre.

Given that consultation with the community prior to the notification of PC 66 has consistently demonstrated that there is a demand for medium-density housing close to the town centre, an enabling plan framework better suited to current community requirements is needed.

The existing operative opportunity for medium density development in central Richmond is Comprehensive residential development. As mentioned above the planning framework for Comprehensive development is not enabling of medium-density development in that 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. There also has been limited take up of the Comprehensive housing form across the District.

4.2 Option 2: Retain PC66 proposed changes to the policy and rule framework and definitions without amendments requested by submitters

Although there is a high degree of support for the proposed PC66, in general terms, most submitters who indicated general support also requested specific changes affecting the detail of the provisions.

The disadvantage of this option is that it does not allow for the adoption of requests that, on assessment, are likely to improve the plan framework and PC66 outcomes.

4.3 Option 3: Retain PC66 proposed changes to the plan framework with amendments to specific provisions that improve meaning, consistency, emphasis and intended plan outcomes

This option is about adopting suggestions that can improve specific definitions, Chapter 6 Urban Environment Effect policies and supporting text, relevant Chapter 16.3 subdivision rules and relevant Chapter 17.1.3 Residential land use rules.

This option represents most of the submission requests addressed in this section of the report. Generally the requests support the PC 66 plan framework with some adjustment or improvement. In all cases, the submission requests are limited to adjusting provisions without significantly changing their meaning or intent.

A key advantage of this option is that it provides for opportunity to improve the provisions and balance them in context of the existing residential development.

5.0 Preferred Options

Staff have carefully considered all the submission requests, the issues they raise and the options for addressing them.

The overall preference of staff is option 3, being the retention of PC66 with amendments that improve meaning, consistency and clarify intention. This gives rise to the following provision specific recommendations below.

5.1 General Requests that PC66 be Retained or Deleted

As mentioned in the Evaluation Overview above, 10 submitters request that PC 66 be retained for a variety of reasons.

Regarding the 10 submission requests that generally ask for PC 66 to be retained, staff recommend that this position is accepted due to the wide demand for a planning framework that enables medium density development close to the town centre.

Consequently staff recommend that the submission request 4149.1 that requests the withdrawal of the PC66 is not accepted.

5.2 Definition and Types of Housing

Staff support the submission request 4142.1 to clarify the definitions relating to medium density housing in part for the following reasons.

The scope of PC66 did not include revisiting the density of housing development for the whole of the Residential zone across the District. Only locations in Richmond central that were assessed as suitable for medium-density development were included in PC66.

As discussed in section A1.2 above, the TRMP currently provides opportunity for two other forms of medium-density housing appropriate to different contexts, i.e. compact density development in new, greenfields development areas and comprehensive residential development in the rest of the Residential zone across the District, unless specifically excluded. The TRMP retains the existing opportunities while providing for a suitable new opportunity for the existing residential area close to Richmond town centre (which replaces comprehensive housing with intensive housing in RIDA). This may serve as a model for other town centres across the District in time.

PC66 added a definition of intensive housing and medium density development to help clarify that (with the new intensive housing form available in RIDA) the TRMP provides for three forms of medium density housing suited to different locations and circumstances. The specific locations where the forms apply is set out in Figures 6.8A and 6.8B at the end of the TRMP policy chapter 6 – Urban Environment Effects.

The definitions of “intensive development”, compact density development” or “comprehensive residential development” are necessary because they describe the types of medium density development that are provided for in the TRMP. Staff accept that the proposed definition of standard development does not clearly guide a person building, for example, one standard dwelling on a section, to the relevant rule set which, in effect, is the rule set that applies to all residential development that is not “intensive development”, compact density development” or “comprehensive residential development.” Staff recommend that the definition of standard housing development is amended to clarify this issue.

The following three submissions requests relate to the policy Chapter 6 Urban Environment Effects.

Submission point 4142.5 requests the deletion of limitations that in one zone permit only sections of

a certain size range to be formed. Staff recommend that this request is accepted as PC66 does not prescribe that only sections of a certain size range may be formed. PC66 sets a minimum site size only.

Submission point 4142.4 requests the deletion of the limitation in policy method 6.2.20.1(g) of minimum house sizes through covenants on subdivisions in the subdivision and zone rules. Staff recommend that request 4142.4 is not accepted as subdivision and zone rules and the urban design guides are widely accepted methods for managing urban environment effects. Also, the TRMP plan framework does not place a minimum limit on house sizes.

Submission point 4146.4 requests that the obstacle of restrictive covenants on sites that prevent more than one dwelling per title and/or prevent affordable and social housing being built are addressed. Staff recommend that this submission (and 4142.4 above) are not accepted as the covenants being referred to in the submissions which place minimum limits on house sizes are imposed by private developers, not Council.

Tauranga City Council research into this issue has shown that private developer covenant can increase the cost of both sections and building. The Productivity Commission looked into covenants as part of its inquiry into land and housing. It considered whether, as in Australia, New Zealand should have legislation that overrides restrictive covenants. In its final report entitled "Using Land for Housing", September 2015, the Commission noted that:

"Private covenants can be a barrier to growth by restricting the current and future development capacity of land. Yet they can also create incentives for development and allow private individuals to make arrangements that increase their wellbeing. The Commission does not see a strong case to regulate the content of covenants or give local authorities the power to overturn covenants. However, the Commission considers that time limits on covenants, and reforms which make it easier for landowners to modify or extinguish covenants, have merit."

Council staff who have researched this matter consider that in New Zealand, councils are virtually powerless to overturn private covenants once in place.

Submission 4146.3 requests that the TRMP provide greater clarity that Comprehensive residential development as distinct from Compact Density development will become a Permitted rather than a Controlled activity.

Staff recommend that this submission is not accepted for the following reasons:

(i) In the current operative TRMP, subdivision for Comprehensive development is a Discretionary activity and land use - building construction is a Restricted Discretionary activity, not a Controlled activity.

(ii) The scope of proposed PC66 does not include changing the activity status of the Comprehensive development form which currently applies in the Residential zone throughout the district unless specifically excluded.

Staff note that PC66 proposes that the Comprehensive residential development form is not available within RIDA.

Submission point 4140.2 requests that plan rules are written clearly and simply. Staff recommend this point is accepted for the following reasons.

TRMP Chapters 16.3 and 17.1.3 relating to residential subdivision and building development were reorganized for the purpose of improving their legibility. It is hoped that plan users will benefit from this reorganization when the proposed changes take legal effect and are embedded into the TRMP. This report also recommends that changes to improve meaning and clarity requested by submitter 2799 (Tasman District Council) are accepted.

5.3 Single or Two-Storey Housing and Shading

Submission points 1823.4 and 4147.2 request that single-storey housing is enabled for accessibility reasons i.e. it is better suited to aging residents or those with a disability and the maintenance costs are lower. Staff recommend that these submissions are accepted as single storey housing is enabled. PC66 places a maximum limit of 7.5m on the height of a building at the Restricted Discretionary level of consent. There is, however, no minimum height for buildings. This means that developers and purchasers of sites will determine if a building is going to be one or two storeys based on demand and feasibility.

Submission point 4143.1 requests that the condition that provides for 2-storey dwellings, at a height of 7.5m, be amended to ensure that there are no adverse effects on dwellings with views from properties at the top of Cautley Street. Submission point 4147.5 requests that the effects of a shade cast by a two-storey dwelling in midwinter over neighbouring properties is considered and that Plan standards reflect best practice.

In response to these two requests, staff note that the operative Plan currently provides the following building heights within RIDA:

- (i) 7.5m high buildings on sites of 400sqm and above and 5m high buildings on sites less than 400sqm as a Permitted activity (no resource consent needed, only building consent).
- (ii) Comprehensive residential development (a form of medium density housing which is available in RIDA until proposed PC66 takes legal effect) provides for the following: sites of a minimum 280sqm in Richmond (and Motueka and 350sqm in the rest of the District) at 40% coverage with no height restriction or height in relation to boundary (HIRB) provision, at a Restricted Discretionary level of consent. This is the same level of consent proposed for intensive housing development in RIDA.

Restrictive Discretion level of consent means that consent can be refused should Council consider that the matters of restricted discretionary that apply to Rule (R) 17.1.3.4BB are not adequately addressed. Please refer to Appendix 1 for an explanation of the categories of resource consent.

Staff, acknowledge that the risk of a 7.5m building creating adverse effects is increased by PC66 in that a minimum site size of 200m (as opposed to 280sqm and coverage of 50% rather than 40%) at Restricted Discretionary level is proposed. However, to offset this risk and unlike the operative Comprehensive residential development model, proposed PC66 contains a set of complementary provisions that, in combination, are designed to protect neighbours and neighbourhood amenity.

Key complementary provisions are the building setbacks from road and title boundaries, (HIRB), living court and access provisions.

Notably, the setback and HIRB provisions are the same as the current operative provisions for standard density development (Permitted activity level) where the land adjoining a title boundary is not part of the subdivision or is not being developed as an intensive development. (R1.3.4CC(f) refers to Compact Density R17.1.3.3(f)-(l)). R17.1.3.3(g) in turn refers to R17.13.1(m)-(o) and R17.1.3.1(q)-(v). These provisions limit the intensity of development adjacent to existing standard density development and are intended to protect the amenity of the existing neighbourhood.

For the purpose of improving plan legibility, staff, recommend a technical drafting amendment to the rules, i.e. for ease of reference, R17.1.3.3(f)-(l) be repeated in R17.1.3.4CC rather than using a cross-reference.

Relevant Matters (M) of Restricted Discretion to R17.1.3.4CC, further protect the amenity of adjoining sites and the neighbourhood through controlling:

- the scale and intensity of buildings (M17.1.3.4BB(1) and (3))
- privacy (M17.1.3.4BB(5));
- sunlight and daylight (M17.1.3.4BB(7)).

Staff consider that the new opportunity for intensive development does not alter the opportunity for two-storey housing significantly beyond the current operative opportunity and that the limited increase in opportunity is accompanied by an appropriate package of provisions that is designed to mitigate effects.

Staff also consider that the north, to northwest facing slope in the Cautley Street area, particularly near Waverley Street, will also assist to retain amenity, sunlight, daylight and views as the land slopes from about 30m to about 10m in that character area as shown by Appendix 2, a map displaying the LIDAR derived 0.5m contour for RIDA.

Shading

Staff recommend that submission 4147.5 is accepted in that, as requested, the shading effects of the proposed PC66 framework for intensive housing was peer reviewed by urban designers at Boffa Miskell Ltd. The Boffa Miskell report, attached as Appendix 3, concluded, in relation to an example worked up by an architect for PC66, that:

“Generally, the shading effects from the representative Intensive Housing development are not significant when considering both the magnitude of the change and sensitivity of the activities across the key times of the year reviewed. However there may be the potential for some alternative proposals to further maximise the available developable space within the recession plane envelope and, therefore, cause greater shading effects than our analysis has found. These ‘worst case’ development scenarios have not been tested, but the representative Intensive Housing development suggests that HIRB provisions could be further tightened without impacting on development yields. Approaches used by other territorial authorities in medium density zones include introducing variable HIRB standards with more restrictive recession plane angles on more southern orientated internal boundaries at the side or rear of developments.” (pg 23).

Staff note the articulated community demand to better enable medium density housing close to the town centre with a high standard of amenity. Staff acknowledge that new intensive two-storey housing development has the potential to have some shading impact on adjacent new one-storey intensive housing as intensification proceeds.

To further reduce any adverse effects on shading in winter and more broadly, on the amenity of adjacent sites, particularly as intensification of the area proceeds, staff recommend that the HIRB rule applicable in the circumstance where there is an intensive housing development on an adjacent property, is restricted on the most southerly orientated side or rear boundary. More specifically, staff recommend that:

- (i) The proposed provision 17.1.3.4CC(g) that provides for two-storey dwellings as a Restricted Discretionary activity subject to the proposed matters of discretion is retained.
- (ii) The proposed cross-reference that the current operative setback and HIRB provisions for standard density development apply to RIDA where the land adjoining a title boundary is not part of the subdivision or is not being developed as a Compact density (or Intensive) development (R17.3.4CC(f)) is fully repeated within the RIDA rule set 17.1.3.4CC.
- (iii) The HIRB standard applicable where the adjacent property is part of the development or an intensive development – measured 6m up from boundary angled to a 45 degree plane for 50% of the boundary and 3m up from boundary angled to a 45 degree plane for the remaining 50% - is restricted on the most southern orientated side or rear boundary to 3m up from boundary angled at 45 degrees for the full length of the boundary.

Submission point 4143.1 requests that R17.1.3.4CC(g) which provides for two-storey buildings (as a Restricted Discretionary activity) be amended to ensure there is no adverse effects on the views from properties at the top of Cautley Street.

In the light of the above, staff recommend that the submission point is accepted in part. Rather than amend building height, staff recommend that the HIRB standard is made more restrictive where the adjacent property is part of the intensive development or is an intensive development. Staff also note that the current operative boundary setback and HIRB standards for a standard density development that is a Permitted activity apply when adjacent property is at standard density level.

5.4 Amendments that Correct Minor Errors, Improve Meaning and Consistency

Submission points 2799.1-6 request minor amendments to the proposed PC66 provisions.

Submissions 2799.1-3 request the addition to or amendment of notes that preclude certain consent applications from public notification. The reason for these requests is that early versions of the draft plan change contained provisions that precluded applications for development that met the relevant rules from public notification. This is evident from the Plan Change section 32 assessment record and informal consultation material. These provisions were considered unnecessary and removed when the Resource Management Amendment Act 2017 precluded certain subdivision and land use applications from public notification. As the legislative provisions may be subject to amendment in the near future, with a new Government, the re-insertion of provisions that specifically exclude certain activities from public notification is expected to provide certainty for all.

Submissions 2799.4-6 request that minor errors are corrected and meaning and consistency is improved.

Staff recommend that these requests are accepted.

B. Staff Recommendations

1. General Requests that PC66 be Retained or Deleted

Retain PC66 with amendments to specific provisions that improve meaning, consistency, emphasis and intended plan outcomes as set out in section D below.

2. Definition and Types of Housing

2.1 Retain the proposed definitions of "medium density development", "intensive development", "compact density development" and "comprehensive residential development", but amend the proposed definition of "standard density development" to clarify that standard density development refers to any development that is not "intensive development", "compact density development" or "comprehensive residential development."

2.2 Retain the proposed Chapter 6 Urban Environment Effects text as notified.

2.3 Retain the current, operative activity status for Comprehensive residential development.

3. Single or Two-Storey Housing and Shading

3.1 Retain proposed provision 17.1.3.4CC(g) that provides for two storey dwellings as a Restricted Discretionary activity subject to the proposed matters of discretion.

3.2 Retain, but rather than cross-referencing, fully repeat within the RIDA rule set 17.1.3.4CC the proposed provision that the current operative setback and HIRB provisions for standard density development apply to RIDA in circumstances where the land adjoining a boundary is not part of the intensive subdivision and is not or is not being developed as an intensive development (R1.3.4CC(f)).

3.3. Restrict the HIRB standard applicable where the adjacent property is part of the intensive development or is an intensive development. The proposed HIRB standard is measured 6m up from the boundary angled to a 45 degree plane for 50% of the boundary and 3m up from the boundary angled to a 45 degree plane for the remaining 50%. It is recommended that the most southern orientated (side or rear boundary) is measured 3m up from the boundary angled at 45 degrees for the full length, rather than 50% of the boundary.

4. Amendments that Correct Minor Errors, Improve Meaning and Consistency

Allow the requested changes as set out in section D below.

C. Reasons

1. General Requests that PC66 be Retained or Deleted

PC66 is retained because of the widely accepted demand for a planning framework that enables medium density development close to the town centre.

2. Definitions and Types of Housing

2.1 The definitions of "intensive development", "compact density development" or "comprehensive residential development" are retained because the definitions describe the types of medium-density housing that are provided for in the TRMP.

2.2 The proposed definition of "standard density development" is amended because it does not clearly guide a person building, for example, one standard dwelling on a section, to the relevant rule set which, in effect, is the rule set that applies to all residential development that is not "intensive development", "compact density development" or "comprehensive residential development".

2.3 The proposed changes to the operative Policy chapter 6 as notified are supported without further amendment as the current operative methods for policy implementation do not provide a policy framework for minimum house sizes.

2.4 The existing consent activity status for Comprehensive residential development is retained because the scope of PC66 did not include changing the operative activity status of this form of medium density development which currently applies in the Residential zone throughout the District, unless specifically excluded.

3. Single or Two-Storey Housing and Shading

3.1 Retain the PC66 rule that provides for two-storey buildings at Restricted Discretionary consent level as:

- (i) the new opportunity for intensive development does not alter the opportunity for two-storey housing significantly beyond the opportunity that currently exists in the TRMP and the increased level of opportunity for two-storey development is part of a package of provisions that is designed to mitigate effects;
- (ii) the north, to northwest facing slope in the Cautley Street area, particularly near Waverley Street, will also assist to retain amenity, sunlight, daylight and views in that location.

3.2 The HIRB rule applicable in the circumstance where there is an intensive housing development on an adjacent property, is restricted on the most southerly orientated side or rear boundary to further reduce any minor adverse effects on shading in winter and more broadly, on the amenity of adjacent sites, particularly as intensification of the area proceeds.

4. Amendments that Correct Minor Errors, Improve Meaning and Consistency

4.1 The TRMP is improved by amendments that correct errors, clarify meaning and increase consistency.

D. Plan Amendments

Topic : 2.2

1. Amend the proposed definition of 'Standard density development' as from:
"Standard density development - means residential development with a dwelling density between 10 -20 dwellings per hectare on sites averaging between 0 – 1000 square metres in extent" to:
"Standard density development - means residential development that is not Compact density development, Comprehensive residential development or Intensive development."

Topic : 16.3.3.1A

1. Add the words 'and without public notification' to the end of proposed notification note at the end of rule 16.3.3.1A so that it reads:
"Non-Notification
Applications for resource consent that comply with the conditions of this rule (16.3.3.1A) will be decided without limited notification and without public notification."

Topic : 16.3.3.2

1. Amend first paragraph of operative 16.3.3.2 by replacing the reference to (y) with (ma) so it reads:
"Subdivision in the Residential Zone that does not comply with controlled condition (ma) of rule 16.3.3.1 is a restricted discretionary activity."

Topic : 16.3.3.2B

1. Add the following non-notification note to the end of proposed rule 16.3.3.2B:
"Non-Notification
Applications for resource consent that comply with the conditions of this rule (16.3.3.2B) will be decided without public notification."

Topic : 16.3.3.4

1. Further amend operative condition (a) by replacing the word "and" with the word "or" so that it reads:
"(a) Except as provided for in conditions (c), (d) and (e) of this rule, subdivision in the Residential Zone that does not comply with the restricted discretionary conditions of 16.3.3.2A for standard density development or the restricted discretionary conditions of rule 16.3.3.2 is a discretionary activity."

Topic : 17.1.3.4CC

1. Amend condition 17.1.3.4CC(f) by deleting the words "Building Envelope and External Boundaries" in its heading and deleting the reference to conditions (f) and (g) so that it reads:
"Outdoor Living Space and Fences
(f) Conditions (ga) - (l) of rule 17.1.3.3 apply."

2. Amend condition 17.1.3.4CC(fa) that relates to internal boundaries to add at the beginning, "Except as provided for in 17.1.3.4CC(fc)," so that it reads:
 "(fa) Except as provided for in 17.1.3.4CC(fc), all buildings are set back at least 2 metres from the front boundary, and no more than 5 metres, except that:
 - (i) all garages and carports are set back at least 5.5 metres from road front boundaries if the vehicle entrance of the garage or carport faces the road;
 - (ii) there is at least a 4-metre setback from one side or rear boundary;
 - (iii) where there is no vehicular access to the rear of the site from a legal road or approved access, in addition to condition 17.1.3.4CC(fa)(ii), a side boundary setback of at least 1.5 metres on at least one side is provided, enabling access to the rear of the site."

3. Repeating condition (f) of 17.1.3.3 that relates to building envelopes, amending it as a new condition 17.1.3.4CC(fb) by adding an exception at the beginning, replacing requirement (ii) and expanding on requirement (iii) so that it reads:
 "(fb) Except as provided for in 17.1.3.4CC(fc), all buildings comply with the following requirements:
 - (i) There is no front boundary envelope requirement.
 - (ii) For the most southern orientated side or rear boundary, the envelope is taken from a point 3 metres vertical above the boundary and then at an angle 45 degrees inwards from that point along the entire boundary.
 - (iii) For the remaining side and rear boundaries, all buildings are wholly within an envelope created by taking a vertical line from the boundary 6 metres above ground level and then at an angle of 45 degrees inwards from that point. This applies for no more than 50 percent of the total boundary length. For the balance 50 percent of the total boundary length, the envelope is taken from a point 3 metres vertical above the boundary and then at an angle 45 degrees inwards from that point."

4. Repeating condition (g) of 17.1.3.3 that relates to external boundaries, amending it as a new condition 17.1.3.4CC(fc) where appropriate, replacing references to compact density development or subdivision with intensive development or subdivision and inserting a new sub condition (iii), so it reads:
 "(fc) All buildings at the boundary of every allotment comply with the building envelope and setback rules of permitted activity conditions 17.1.3.1(m) – (o) and 17.1.3.1(r) – (v), under the following conditions:
 - (i) where the land adjoining the boundary is not part of an intensive development subdivision; or
 - (ii) where the land adjoining the boundary is not or is not being developed as an intensive development; or
 - (iii) where the boundary is a front boundary, all buildings are set back at least 2 metres from the front boundary, and no more than 5 metres, except that all garages and carports are set back at least 5.5 metres from road front boundaries if the vehicle entrance of the garage or carport faces the road."

For the avoidance of doubt, this means that, except for a front boundary or a boundary to a road, every side or rear boundary of the intensive development complies with permitted activity conditions for standard density development relating to the building envelope and building setbacks from boundaries where it adjoins land that is:

 - (i) not part of an intensive development subdivision or an intensive development; or
 - (ii) is being developed to a standard density within the same development proposal; or
 - (iii) is a standard density development.

Note: The separation between developments of different densities may be achieved by using roads or reserves. This creates a clear delineation without losing amenity values or the inefficient use of land resources."

5. At the end of 17.1.3.4CC add the words "and without public notification" to the end of proposed non-notification note so it reads:
 "Applications for resource consent that comply with the conditions of this rule (17.1.3.4CC) will be decided without limited notification and without public notification."

Topic : 17.1.3.4BB

1. Amend introductory paragraph of proposed rule 17.1.3.4BB by:
 - (a) changing the rule references from "7" to "17".
 - (b) including the words "for standard density development" after the reference for 17.1.3.2 and adding the words "for compact density development" after the reference for 17.1.3.3 so that it reads:
 "Construction or alteration of a building in the Richmond South, Richmond West, Motueka West, Richmond Intensive, Mapua and Mapua Special development areas and the Motueka West Compact Density Residential Area that does not comply with the conditions of rules 17.1.3.1 and 17.1.3.2 for standard density development or rule 17.1.3.3 for compact density development, is a restricted discretionary activity, if it complies with the following conditions."

2. Amend the heading "Compact Density Development - Multiple Consents" in proposed rule 17.1.3.4BB to add "- Richmond South, Richmond West, Mapua Special Development Area and the Motueka West Compact Density Residential Area."

E. Other Action

N/A

F. Submission Recommendations

C66.1503.1	National Council of Women of NZ (Inc.)	Allow
C66.1823.1	Nelson Marlborough District Health Board	Allow
C66.1823.4	Nelson Marlborough District Health Board	Allow
C66.2799.1	Tasman District Council staff	Allow
C66.2799.2	Tasman District Council staff	Allow
C66.2799.3	Tasman District Council staff	Allow
C66.2799.4	Tasman District Council staff	Allow
C66.2799.5	Tasman District Council staff	Allow
C66.2799.6	Tasman District Council staff	Allow
C66.2864.1	Horticulture New Zealand	Allow
C66.4139.1	Borcovsky, Paul & Nita	Allow
C66.4140.1	Burt, David	Allow
C66.4140.2	Burt, David	Allow
C66.4142.1	Castle, Bridget	Allow In Part
C66.4142.2	Castle, Bridget	Disallow
C66.4142.4	Castle, Bridget	Disallow
C66.4142.5	Castle, Bridget	Allow
C66.4143.1	Gimelfarb, Lev	Allow In Part
C66.4144.1	Jones, Sarah	Allow
C66.4146.1	Nelson Tasman Housing Trust	Allow
C66.4146.3	Nelson Tasman Housing Trust	Disallow
C66.4146.4	Nelson Tasman Housing Trust	Disallow
C66.4147.1	Palmer, John	Allow
C66.4147.2	Palmer, John	Allow
C66.4148.1	Michael Reid Ltd	Disallow
C66.4149.1	Williams, Ben	Disallow
C66.4150.1	Butler, Lynnette	Allow
C66.4151.1	McNicoll, Karen	Allow
C66.4152.1	Butler, Edward	Disallow

Evaluation and Recommendations 623.2

A. Evaluation

1.0 Introduction

1.1 Submissions Specific to this Evaluation and Recommendation Set

3461.1, 3461.2, 4148.1, 4152.1

1.2 Background

This Evaluation and Recommendation set (623.2) relates to the spatial extent and zoning of the Richmond Intensive Development Area (RIDA) as shown on the planning maps.

This report addresses submissions that request that the spatial extent of RIDA be amended to include or exclude certain locations and a submission that requests that a special character zone or area be included within RIDA.

The method used to determine the spatial extent of RIDA is fully described in the section 32 assessment report. For ease of reference, this is set out below.

"At the end of 2012, the investigations into higher density housing for Richmond culminated in the 'Richmond Urban Density Investigation report', taken to Committee on 13 December 2012 (see <http://www.tasman.govt.nz/tasman/projects/environmental-projects/richmond-residential-density-project/documents/>). This report and associated maps sought to help Council develop a vision for the growth and development of Richmond that included opportunities for higher density development. ..."

The 'Richmond Urban Density Investigation report' 2012 report "delineated a number of character areas within Richmond's inner area based on the following characteristics: age of housing stock; market price of housing stock; topography; road pattern; natural amenity – views, 'greenness'; and degree of infill or redevelopment. The report then used a large number of criteria to assess suitability for higher density development in these character areas. These included distance from town centre; redevelopment potential; ratio of land value versus capital value on each lot; topography; hazard risk (geological or sea level rise); proximity to public transport. These were added to and updated during subsequent analysis. For example, capital values have changed significantly since 2012; the infrastructure rating of key areas close to the town centre was reassessed using a weighted scoring system as this criterion was felt to be particularly important; and "Walkscore.com" was also consulted to check the walkability of various addresses.

All locations within Richmond have the potential to absorb some form of denser residential development appropriate to the character and amenity of the neighbourhood. The maps (Section 32 Assessment Report Annexure B refers) provide the results of the criteria based assessment. Map 17 "medium density suitability" highlights those areas found to be most suitable. One location (the Croucher Street area 2A) rated particularly well against the criteria used, as well as walkscore.com and was hence considered to be "highly suitable" for a range of denser development forms. Some other character areas when assessed against the same criteria emerged as "suitable" and these include the Queen Street East character area (3) Cautley Street area (5) and Waverley/Oxford streets area (4). ... "

"The Croucher Street 2B area is recommended as having limited suitability for intensification. This is because at high tide, the stormwater system underneath the state highway (Richmond deviation) is quarter full of seawater even without rain. If heavy rain occurs it leads to the over filling of the drain. The Richmond deviation has in effect created a barrier that leads to ponding of water in this area, for which there is no easy affordable solution. This is why the area currently has "limited suitability" for intensification." (Section 32 assessment pgs 7 & 8).

For ease of reference – Map 17 which highlights those areas found to be most suitable for medium density development is attached as Appendix 5.

The RIDA is delineated as an area on the planning maps within the Residential zone as it provides for a further form of medium density residential development - intensive housing - within the broader context of the Residential zone. As mentioned earlier, both standard density and intensive residential development are provided for in RIDA.

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2.0 Affected Plan Provisions

Proposed Update Map 58/1 affecting Planning Maps 23, 57, 124, 125 129 and 130

Proposed Planning Map 174 - Specified Stormwater Flood Flowpaths in the Richmond Intensive Development Area, attached as Appendix 6.

Chapter 17 (Residential Zone provisions) and Chapter 16.3 (Residential Subdivision provisions).

3.0 Issues

3.1 Issue 1

Provision of a special character area or zone within RIDA for the Dorset/Cambridge/Oxford Street block (the block).

3.5 Issue 2

Exclusion or inclusion of specific locations within the spatial extent of RIDA, specifically exclusion of the Cautley Street character area from RIDA and inclusion of the properties at 43-57(A and B) Croucher Street within RIDA.

4.0 Options

This section of the staff evaluation deals primarily with requests that specific locations are excluded or included from RIDA or that the zone or area status of the RIDA is amended to accommodate a special character area within RIDA.

As such, there are three basic response options for addressing the requests. The options are described below.

4.1 Option 1

Retain PC66 planning maps and plan framework without the amendments requested by the submitters and described in section B3 above.

4.2 Option 2

The same as option 1 but with further actions that may provide the relief requested in future through other Council processes.

4.3 Option 3

Accept the submission requests and amend PC66 planning maps and plan framework accordingly.

5.0 Preferred Options

Staff have carefully considered the submission requests, the issues they raise and the options for addressing them.

The overall preference of staff is for a combination of options 1 and 2, being the retention of proposed PC66 without the amendments requested but in some cases, with further actions that may provide the relief requested in the future through other Council processes.

This gives rise to the following provision-specific recommendations.

5.1 Special character area or zone in the Dorset/Cambridge/Oxford Street block (the block)

Submission 4148.1 requests that PC66 opportunity is used to maintain and promote the identity of a Special Character Area or Zone close to the Town Centre of Richmond in Dorset/Cambridge/Oxford Streets (the block) and the potential for some high quality contemporary higher density housing of 2-3 storeys and possibly some mixed use development, including protecting views of the Holy Trinity Church historic building and retaining some character houses in the area. Also to involve the Urban Design panel in all development in the zone.

The idea of connecting the town centre with the Church, Anzac Park and Memorial Hall round Cambridge/Oxford Streets was mooted by the Richmond Town Centre Framework Study of 2013. The proposal included developing a high quality landscaped avenue along Cambridge Street from Queen to Oxford. The concept was that a short avenue of trees would connect these streets and provide a suitable setting for the existing community buildings and facilities.

Following the framework study, a 'Vision for the Richmond Town Centre' (vision project) was developed (2014 – 2015). This vision project further considered how the town centre could grow and function. It informed and then was incorporated into a trio of projects consulted on in February 2016: (i) the Queen Street Reinstatement Project, (ii) the Richmond Town Centre Plan Change project; and (iii) this Richmond Housing Choice proposed PC66.

The Richmond Town Centre Plan Change project looked at town centre building design, height, frontage, living and signage. Due to staff capacity and other work priorities, the project was paused in August 2017.

Elements of the vision project have been carried through into the Queen Street Reinstatement Project (QSRIP) including the extensive redesign and upgrade of key infrastructure services that affect central Richmond and the multi-functional streetscape.

A large number of community and infrastructure projects that are programmed in Tasman's draft LTP 2018 - 2028 are expected to beneficially affect the community and infrastructure services in central Richmond including the block. These are described in detail in report 624 on Infrastructure.

Other elements of the vision project have been incorporated into the concept and design of the ring road for Richmond (following McGlashen, Talbot, Salisbury and Oxford roads/streets). The ring road concept is developing a supporting network of interconnected walk and cycleways and is intended to reduce the amount of car traffic through Queen Street.

Despite Council's significant attention to providing for Richmond's growth and upgrading the functionality of central Richmond and the town centre, Council has not considered or assessed a special character area or zone for the Dorset/Cambridge/Oxford Street block during the development of this proposed PC66 or, for that matter, for anywhere in the District or at all.

The section 32 assessment report and work for PC66 did not address the issue of a special character area. The PC66 assessment work focused on assessing the suitability of the central Richmond area for medium density housing development in terms of a number of relevant criteria mentioned in section B.1 above. Council has not undertaken the necessary assessment work to support such changes and affected landowners and the broader community have not been consulted on the issue.

Consequently staff recommend that the request is out of scope and not accepted.

Staff also note that as a further action, this request could be considered in:

- (i) the Richmond Town Centre Plan Change when work recommences, or,
- (ii) more generally, in the TRMP Part 2 Review as the planning framework for the Districts' town centres has not been comprehensively reviewed since 1996 and the opportunity for special character zones or areas across the District has not been considered formally in recent years.

Notwithstanding the above, staff note that without rezoning the area as a special character area or providing for a subset of rules or policies specifically applicable to a special character block within RIDA, the PC66 policy and rule framework, in part, provide for the request.

The changes to the operative urban environment policy framework proposed by PC66 specifically support a housing development of the character described in the submission in that PC66 encourages intensive housing with a high standard of amenity through adherence to minimum standards (P6.8.3.10 and P6.8.3.17C refer).

The PC66 rule framework in effect provides for third-storey development at a Discretionary consent level, i.e. an applicant could propose three storeys but it would default to Discretionary activity status. As mentioned in the submission, two key buildings with heritage value in or near the block are already protected by the current operative TRMP; community facilities of a high amenity standard are located in Cambridge Street; the QSRIP has upgraded the Cambridge Street access to Queen Street; and the block will benefit from planned infrastructure upgrades.

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5.2 Exclusion of the Cautley Street character area from RIDA and PC66

Submission 4152.1 requests that the Cautley Street character is withdrawn from PC66 because of the adverse amenity effects that the submitter considers are associated with the increased opportunity for medium density development. The adverse amenity effects referred to are:

- (i) loss of privacy and views for single-storey dwellings associated with a potential increase in the number of neighbours
- (ii) increase in noise
- (iii) increase in traffic congestion generally and at certain intersections and consequent loss of safety
- (iv) insufficient provision for on-site parking.

Noise, traffic, transport and parking issues are addressed in report 624 – Infrastructure.

Loss of amenity relating to privacy and views associated with an increased number of neighbours is addressed above in this report 623.1.

Suitability of Cautley Street Area for Medium Density Development

Overall, Cautley Street character area scored well in terms of the criteria used to determine suitability for medium density development.

To give an indication of the scale of intensification envisaged, Council has planned for the following rates of growth in RIDA in its 2017 review of the Tasman growth demand and supply model. The number of dwellings expected to be provided through intensification in RIDA are:

2018-2021: 20 dwellings
 2022-2028: 53 dwellings
 2028-2038: 80 dwellings
 2038-2048: 90 dwellings

In themselves, these are not significant additional numbers of dwellings and staff consider that the risk of adverse effects on general amenity in the Cautley Street or RIDA is low.

Risk of Loss of Amenity for an Existing Single Storey Dwelling from Neighbouring Properties and an increase in Neighbours

The planning issues discussed in section A5.3 of this report in relation to dwelling height and proposed provisions that are intended to protect the amenity of existing dwellings are pertinent and cross refer.

For ease of reference:

- (i) The planning standards that manage the setback of dwellings from title boundaries and the height in relation to boundary (HIRB) provisions are the same as the current operative provisions for standard density development (Permitted activity level) where the land adjoining a title boundary is not part of the subdivision or is not being developed as an intensive development. These provisions are specifically intended to protect the amenity of the existing dwellings and neighbourhood.
- (ii) Opportunity for medium density development and two-storey dwellings already exists in the RIDA.
 - a) For standard density development on sites of more than 400sqm, a two-storey dwelling is a Permitted activity. On sites less than 400 sqm in size, a two-storey dwelling is a Restricted Discretionary activity, i.e. requires the same level of consent as the proposed provisions.
 - b) Under the comprehensive residential development model (which is to be replaced by the intensive development model) medium density development is provided for at similar levels of consent to the PC66 proposals.

Staff acknowledge that PC66 increases the opportunity for medium density development in the RIDA but recommend that the submission is not accepted for the reason that the increase in risk of reduced amenity for an existing single-storey dwelling and for the neighbourhood is assessed as low.

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5.3 Inclusion of the properties at 43-57 Croucher Street within the RIDA

Submission 3461.1 and 2 request that property numbers 43 – 57(A and B) Croucher Street are included within the boundary of the proposed Richmond Intensive Development Area as shown on the proposed planning maps. The reason for the request is an urban design consideration, i.e. that the deletion of that row of houses fronting Croucher Street creates a disjointed street frontage for half of the length of the street.

Appendix 4 shows the location of the properties in Croucher Street.

In this case, the risk of flooding and ponding from stormwater has taken priority over urban design issues.

Staff assessed the central Richmond areas that would be suitable for medium density housing in context of the stated demand and the widely accepted need for medium density housing close to the town centre.

The method for assessing suitability is described in section A1.2 of this report 623.2. The criteria against which the character areas were assessed included hazard risk and an infrastructure capacity. The Croucher Street 2B character area was assessed as having limited suitability due to existing flood risk in this area, which is caused by the combined effects of: (i) extreme rainfall events, (ii) the location of specified flood flow paths running through the area, (iii) limited discharge capacity underneath the SH6 Deviation, (iv) seawater infiltration into the stormwater system further limiting discharge capacity at high tide. This combination of factors leads to increased flood risk of properties immediately to the north of 43 – 57 Croucher Street.

In response to the submission request, staff reviewed the suitability of the location for medium density development.

Toward the end of 2017, after notification of PC66, engineering staff identified a possible stormwater solution to the issue described above. The solution involves the upgrade of the existing culvert and construction of a new culvert under the SH6 Richmond Deviation. This project is included in the draft LTP with work programmed for 2018 onward. Engineering staff currently are modelling possible solutions, the results of which are expected shortly. Depending on the modelling results, programme implementation may proceed. On completion of any works, the impact of the works on the Croucher Street 2B area will need to be monitored. If the works improve the situation then, at that stage, the suitability of part of the 2B Croucher Street character area for further density can be reviewed. As the SH6 will continue to be a barrier, some risk of ponding of water against the Deviation will remain, making it unlikely that the whole of the Croucher Street 2B character area will be assessed as suitable for medium density development at a later stage.

Staff recommend that the submission requests to include the properties at 43- 57(A and B) Croucher within the RIDA are disallowed at this time.

As another action, staff recommend that the inclusion of the above properties within RIDA is reviewed after the completion and monitoring of the effects of the engineering works designed to improve the stormwater system under the Richmond Deviation.

B. Staff Recommendations

1. Special Character Area or Zone in Dorset/Cambridge/Oxford Streets

Disallow the request for a special character area or zone in Dorset/Cambridge/Oxford Streets as the relief is beyond the scope of PC 66.

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2. Exclusion of the Cautley Street Character Area from RIDA and PC66

Disallow the request to exclude Cautley Street character area from the RIDA and retain the proposed PC66 planning maps as notified.

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3. Inclusion of the Properties at 43-57 (A and B) Croucher Street within the RIDA

Disallow the requests to include the properties at 43-57 (A and B) Croucher Street within the RIDA and retain the proposed PC66 planning maps as notified.

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C. Reasons

1. Special Character Area or Zone in Dorset/Cambridge/Oxford Streets

1.1 The section 32 assessment work and report for PC66 did not address the issue of a special character area or zone in Dorset / Cambridge /Oxford Streets. PC66 assessment work focused on assessing the suitability of the central Richmond area for medium density development in terms of a number of relevant criteria referred to in the section 32 report.

1.2 Council has not undertaken the necessary assessment work to support such changes and affected landowners and the broader community have not had the opportunity to be consulted on the issue.

2. Exclusion of the Cautley Street Character Area from RIDA and PC66

2.1 The Cautley Street character area is assessed as suitable for medium density development.

2.2 The increase in risk of reduced amenity for existing single storey dwellings and for the neighbourhood from the envisaged medium density development is assessed as low.

3. Inclusion of the Properties at 43-57 (A and B) Croucher Street within the RIDA

The properties at 43-57 (A and B) Croucher Street are located within Croucher Street 2B character area which is assessed as having limited suitability for medium density development due to existing flood risk in this area at this time. The flood risk is due to the combined effects of: (i) extreme rainfall events; (ii) the location of specified flood flow paths running through the area; (iii) limited discharge capacity underneath the SH6 Deviation; (iv) seawater infiltration into the stormwater system further limiting discharge capacity at high tide. This combination of factors leads to increased flood risk of properties immediately to the north of 43 – 57 Croucher Street.

D. Plan Amendments

Topic : C66 GEN

- 1. No Plan amendments.

E. Other Action

1. Special Character Area or Zone with the Richmond Intensive Residential Area:
The request for a special character area or zone in Dorset/Cambridge/Oxford Streets could be considered: (i) by the Richmond Town Centre Plan Change when work recommences, or (ii) in the TRMP Part 2 Review as part of a review of the planning framework for the District's town centres.

2. Inclusion of the Properties at 43-57 (A and B) Croucher Street within RIDA:
The inclusion of the properties at 43-57(A and B) Croucher Street within the boundary of the RIDA is reviewed after completion and monitoring of the effects of the engineering works designed to improve the stormwater system under the Richmond Deviation.

F. Submission Recommendations

C66.3461.1	Thomas, Graham	Disallow
C66.3461.2	Thomas, Graham	Disallow
C66.4147.5	Palmer, John	Allow

Appendix 1

What do the Categories of Resource Consent Mean?

Permitted

No resource consent required provided activity complies with rules. No notification of public or affected parties (e.g. neighbours).

Controlled

Consent must be granted and may include conditions. Typically, these consents are not notified to the public or affected parties – although some limited special circumstances may see an activity notified.

Restricted Discretionary

Consent may be approved or declined, and conditions of consent limited to an identified set of matters. These consents may be notified.

Discretionary

Consent may be approved or declined, with open discretion on any conditions to mitigate, avoid or remedy effects. These consents may be notified.

Non-Complying

Activity must pass a 'threshold test' (i.e. not be inconsistent with the objectives of the Plan or have only minor adverse effects). The Council may approve or decline the application and impose conditions if approved. The application may be notified, and is more likely to be notified if inconsistent with the Plan's objectives.

Prohibited

No resource application can be made.



Appendix 2
RIDA Contours

Technical Report on Potential Shading Effects by Intensive Housing on Small Sites



Plan Change 66: Richmond Intensive Development Area
Prepared for Tasman District Council

28 February 2018



Boffa Miskell

Document Quality Assurance

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1.0 Introduction

This report is focussed on an assessment of potential shading effects on existing properties within the Richmond Intensive Development Area (RIDA) from possible increases in building density based on the proposed Plan Change 66 (PC66). This report is primarily in response to submission #4147 by Mr Palmer (Appendix 1), which questioned if significant shading effects would result from the RIDA development of two-storey buildings on existing neighbouring properties in their receipt of natural daylight, particularly in Winter.

Boffa Miskell Ltd has been appointed by Tasman District Council to carry out an urban design technical assessment of potential shading effects through the following briefed tasks;

1. Consider whether the submission assessment of [Winter] shading effects of a 7.5 metre dwelling is accurate;
2. Calculate and compare the shading effects for mid-Spring, Summer and Autumn;
3. In terms of best practice guidelines, consider whether the issues raised necessarily are a problem; and
4. Whether the proposed rule framework, particularly the height in relation to boundary provisions, address the problem sufficiently.

2.0 Relevant Plan Change 66 Provisions

The purpose of PC66 is to increase the choice of living opportunities in Richmond allowing for residential intensification in central Richmond and a change to the compact density provisions for Richmond South and West. It promotes intensive housing in the RIDA with a high standard of amenity through adherence to minimum standards for density, height, setbacks, bulk and scale of housing relative to its context, and adjacent land uses, including streets. Of particular relevance to this shading assessment is a new reduced lot size (200sqm), reduced parking and access standards. Some bulk and location standards for intensive housing are the same as those for Compact Density housing, including requirements for outdoor living space, building envelope and external boundary setback standards.

The new Plan standard aims to protect amenity in RIDA through height restrictions, recession planes and building setbacks, as follows:

- 17.1.3.3(g) CD provisions require that for side and rear boundaries external to the development, i.e. where the land adjoining a boundary is not part of the subdivision or is not being developed as a Compact Density (or intensive) development, the Permitted provisions for standard density development apply (17.13.1(m-o) and (17.1.3.1(q-v)):
 - Height in relation to boundary: 2.5m up and TRMP schedule 17.1A applies (45 degrees inward if due north) and an alternative standard for certain south facing slopes.

- Building setbacks from internal title boundaries: 4.5 – 5.5m from road boundary, 1.5m from one internal (side or rear boundary) and 3m from other internal (side and rear) boundaries.
- 17.1.3.3(f) (6.5m up from boundary for 50% of length boundary then 3.m angled to a 45-degree plane) on a neighbouring single storey intensive development house on a small site.
- 17.1.3.4CC (g) Maximum height restriction of 7.5m.
- 17.1.3.4CC (fa) Building setbacks (from internal title boundaries): 2.5m from front boundary or 5.5m if the garage door opens to the road; 4m setback from one side or the rear boundary; 1.5m for 1 side boundary. One unspecified boundary (but minimum 1m for fire and 3m from other residential building, as per the privacy rule.
- 17.1.3.4CC (f) Height in relation to boundary/ building envelope: Compact development (CD) provisions apply to RIDA: 6m up to 45 degrees inward for 50%. For balance, 3m up and 45 degrees inward.
- 17.1.3.4 CC (f) Buildings setbacks and building envelope (from external title boundaries): CD provisions apply to RIDA.

3.0 Shading Assessment Best Practice

Overshadowing can be accurately understood based on the extent and duration of shading. Shading is not necessarily undesirable and in particular situations may be positive. Some land uses are more sensitive to shading (e.g. residential activities) than others that may have little or no sensitivity (e.g. industrial activities). However, other critical factors, most significantly the sensitivity of the use and the primary times of occupation, are critical to understanding the true impact of overshadowing on neighbours. There are also differing tolerances from season to season as climate, duration of days and activity patterns change between Winter and Summer seasons. Winter months, for instance, may be more inclement and overcast and could receive very little sunshine (and therefore shading) during any period of the day.

Some of the potential adverse effects from overshadowing, particularly in a temperate climate, include:

- a) Loss off sunlight in areas of sensitive use, such as living areas where people dwell and socialise.
- b) A long duration of shadow that remains in place for a large portion of the day;
- c) A large extent of shadow coverage;
- d) A limitation of activities, particularly those that are passive, between mid-morning through to mid-afternoon when the amount and intensity of sunlight is high; and
- e) New areas of overshadowing where they have not previously been affected by existing development, vegetation or topographical features.

4.0 Methodology

4.1 Shading Effects Assessment

The shading effects assessment process provides a framework for assessing and identifying both the nature and significance of potential shading effects on neighbouring properties that may result from a proposed development.

The potential magnitude of change takes account of the specific geographic locations affected on neighbouring site(s); relative extent over-and-above existing shading (i.e. shown in red); and the likely duration the area is subject to shading as it tracks around, including regard for the sun intensity at a particular time (i.e. lower in morning and evenings and higher during the day).

The determination of the sensitivity to the shading is described in terms of the dwelling uses affected by the shading, including whether it is internal (e.g. kitchens, dining rooms, etc.) or external (e.g. front, side or rear yards etc.) where specific household activities are likely to occur; and likely occupation of time of those activities (e.g. breakfast in kitchens and dinner in dining rooms). This helps assess the specific locations and the extent to which their typical day-to-day activity may be effected by the shading.

	Magnitude of change			Sensitivity		
Time	Location	Extent	Duration	Use	Occupation	Effect
Period of the day analysed	Specific neighbouring properties effected by shading	Degree of proposed shading across the neighbouring site, relative to shading from existing build forms (e.g. houses, fence lines), excluding vegetation	Approximate length of time subject to shading and intensity level of the sun at the time of day	Likely internal dwelling and/ or external yard activity type potentially effected by shading, particularly habitable rooms	Whether areas of the dwelling or external yards are likely to be inhabited at the time of day or during that season.	Summary value (refer to Table 2) applied to the time period based on a balanced assessment across each factor

Table 1: Defining the significance of shading effects

The assessment framework in Table 1 allows for a determination of potential shading effects against urban design best practice and is expressed across a spectrum of values from 'Very Low' (i.e. no effect or negligible) to 'Very High' (Table 2). To understand this in terms of the Resource Management Act, the values assigned through the methodology can be broadly categorised to assist in making decisions on the equivalent significance of the effect on the receiving environment and balanced against a range of other amenity effects.



Table 2: Determining minor effects for the purpose of notification

4.2 Representative Shadow Modelling

Concept proposals of a representative Intensive Housing development have been generated for TDC by Karsten Architectural Design and were provided as a digital model. The accompanying site plan, site section, and 3D development examples (Appendix 1) illustrate potential built form outcomes for Richmond that respond to the PC66 provisions (Appendix 2). A surrounding context of typical existing Standard Density housing has also been modelled, including several sites that have been subdivided and infilled with rear dwellings. This typical development appears consistent with a range of representative site sizes and existing residential context illustrated in recent aerials of Richmond provided by TDC (Appendix 3).



Figure 1: Position of representative Intensive Housing example within the recession plane envelope

The representative development model has been applied to two urban block orientations, North West (NW) and South West (SW), which are reflective of those in the RIDA (Figures 2 and 3). All technical analysis has been informed by these two potential development scenarios.



Figure 2: North West Site Orientation Scenario (with reference key to neighbouring properties)

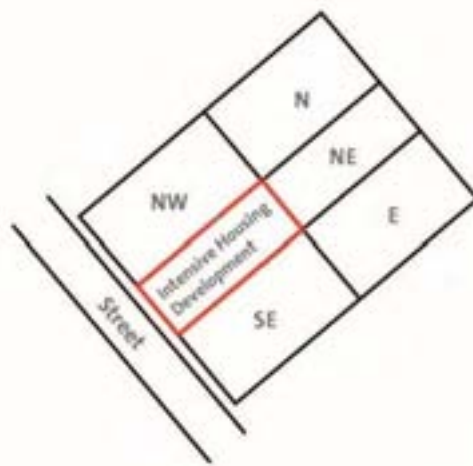


Figure 3: South West Site Orientation Scenario (with reference key to neighbouring properties)

A shadow path analysis was carried out for each scenario using the SketchUp software package to track shading using a localised Richmond geographical reference of Lat. - 41.3442292. / Long. 173.1818268.

Snap shots of each shading scenario, taken in hourly increments during daylight hours at mid-Winter, Equinox and Summer periods are presented within the body of this report (Figures 6 - 14). These periods are an industry standard and have been chosen to allow shadow diagrams to be compared across seasonal extremes to appreciate the year-round effects of shading on existing sensitive areas within the RIDA, particularly neighbouring residential properties, as the area gradually transitions to higher densities. These represent the worst, moderate and best-case shading effects for each scenario with interim periods transitioning between these.

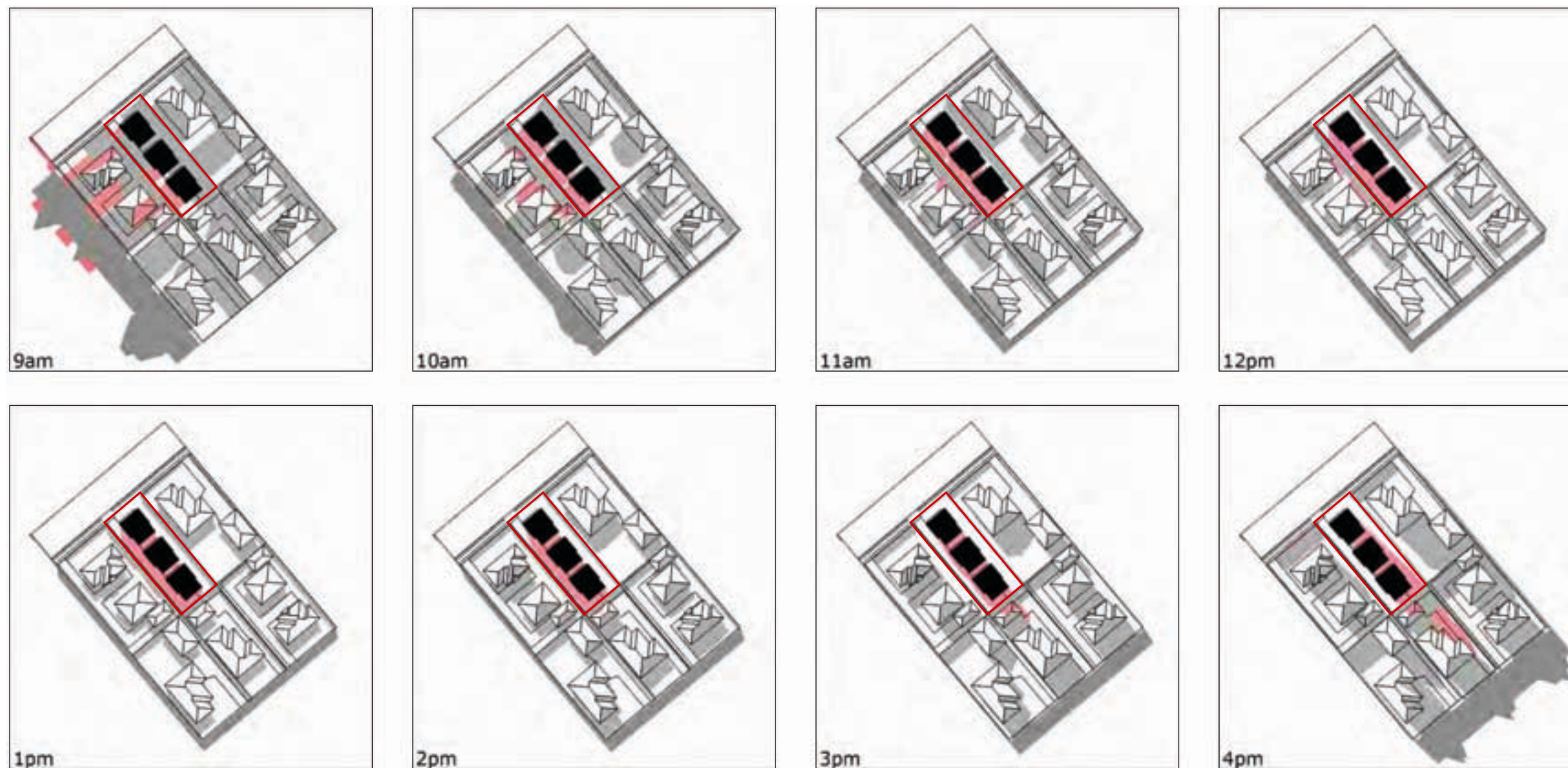
General assumptions have been made regarding the likely location of the dwelling (e.g. living areas and kitchens), private open space uses and primary times of occupation (e.g. evenings and mornings, respectively), which is critical to understand the true impact of overshadowing. It is assumed there is no intervening vegetation and flat topographical landforms.

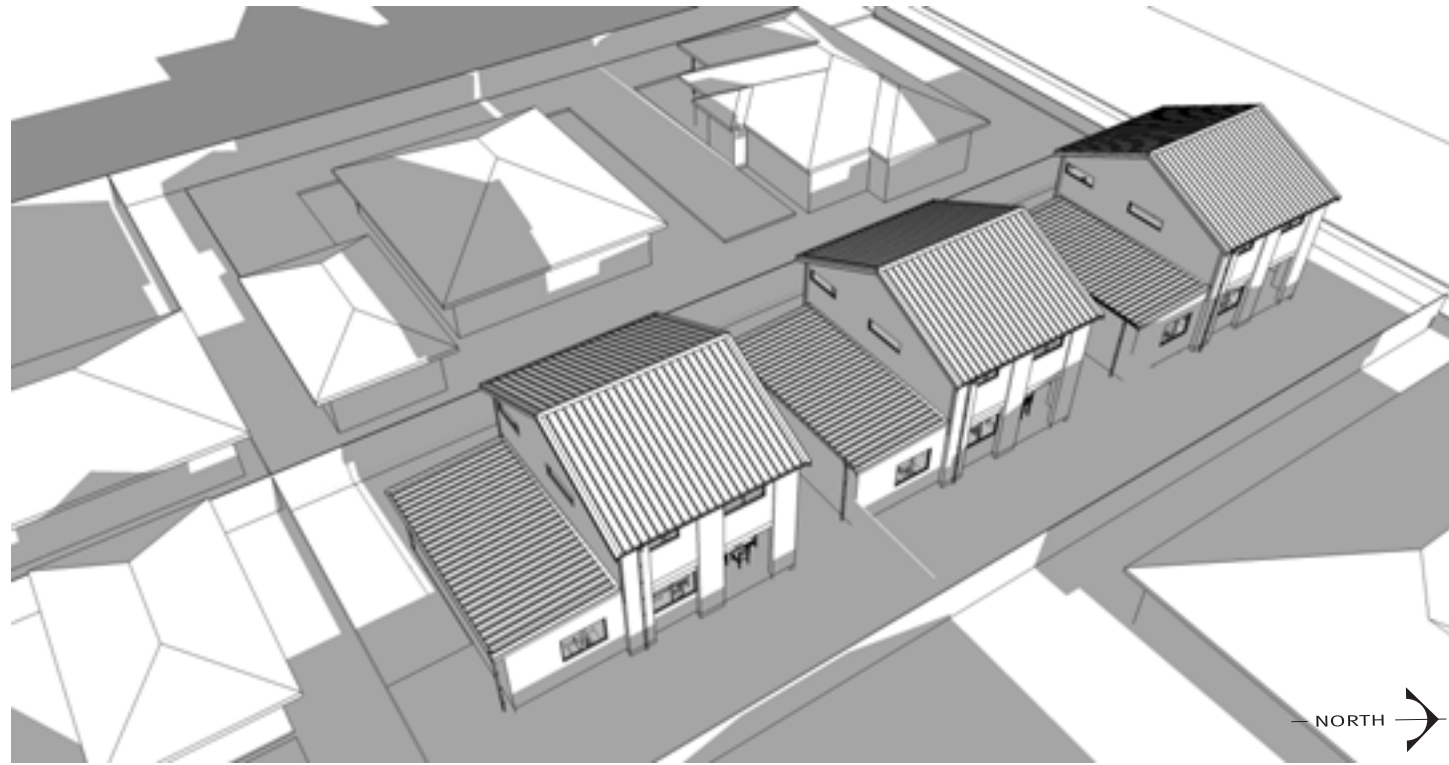


Figure 4: Assumed North West orientation and use configuration of neighbouring dwellings

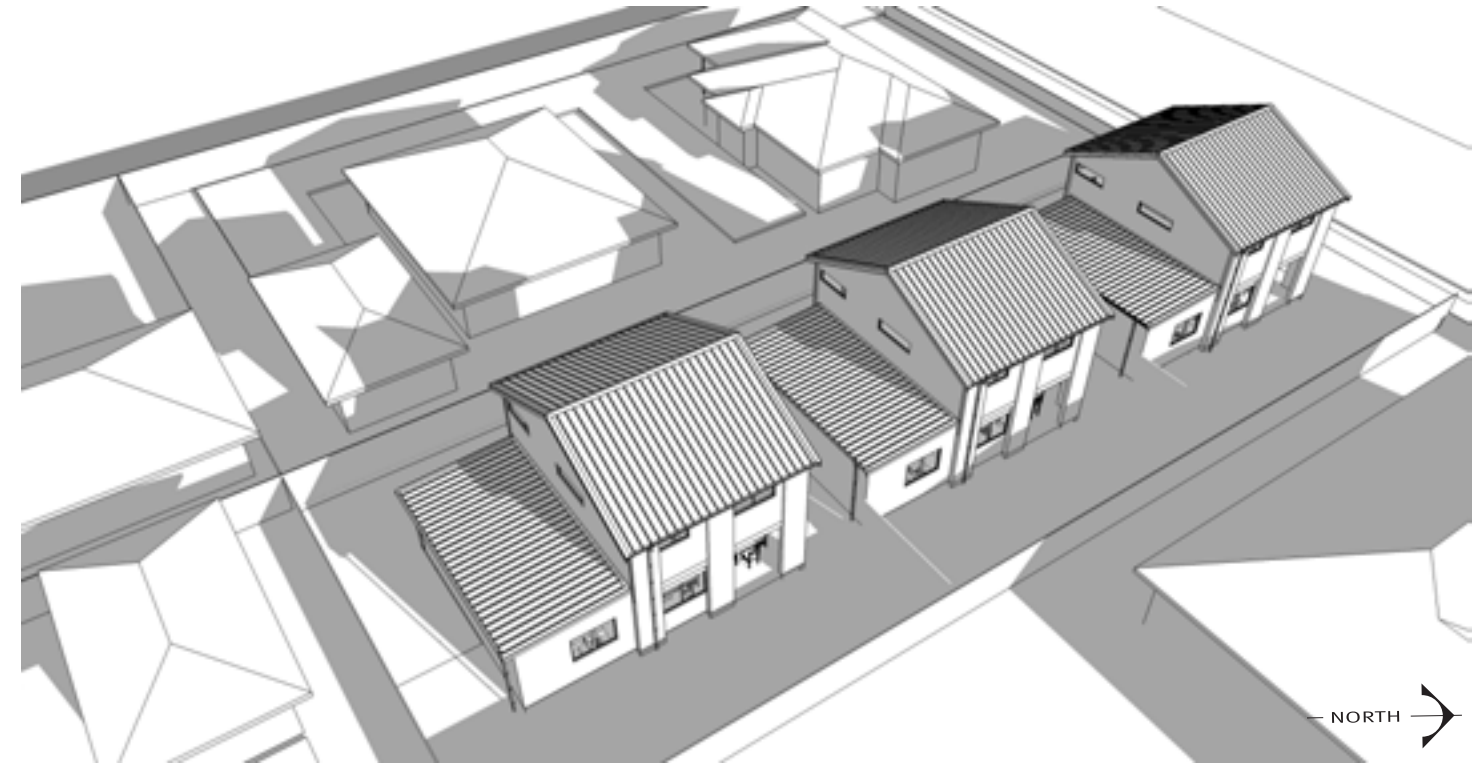


Figure 5: Assumed South West orientation and use configuration of neighbouring dwellings

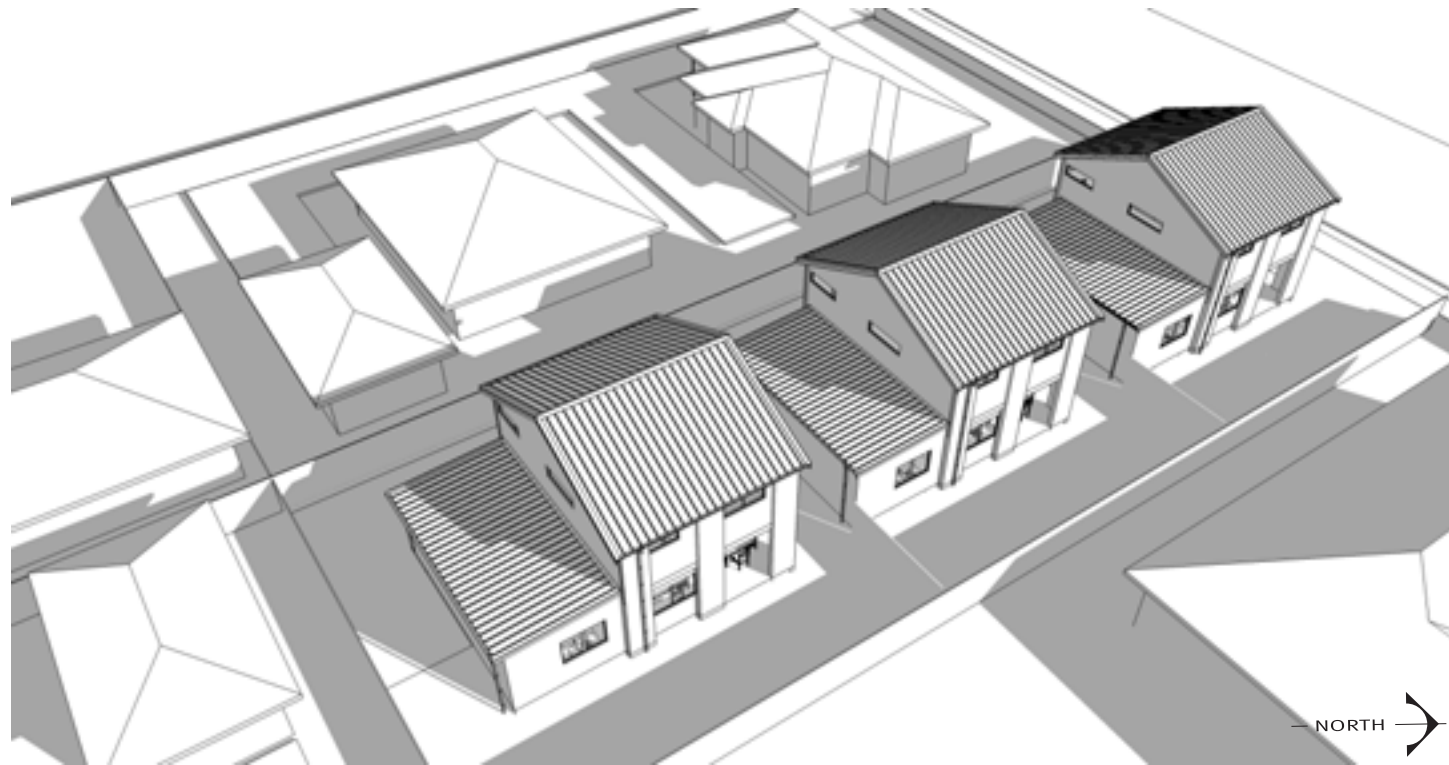




Mid-Winter 9am



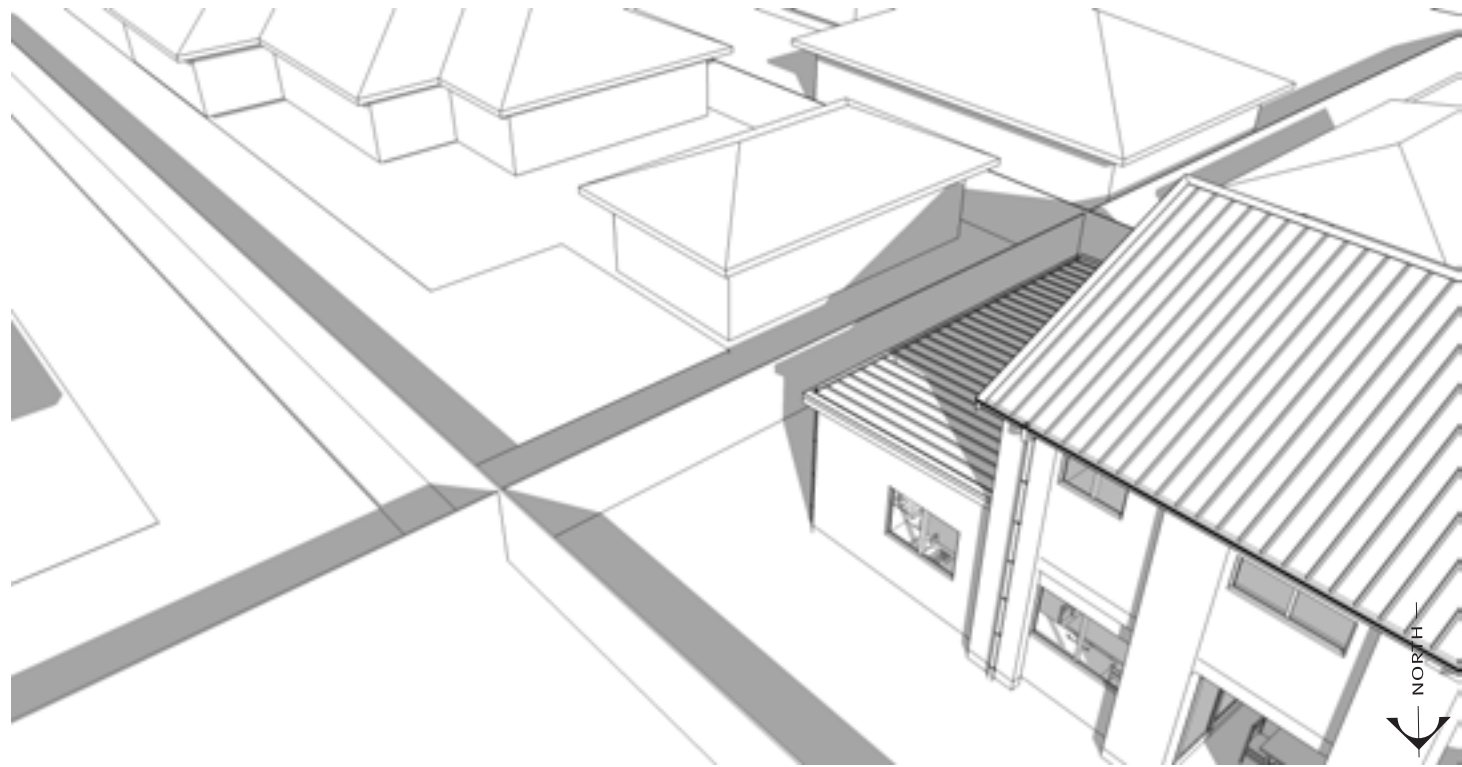
Mid-Winter 10am



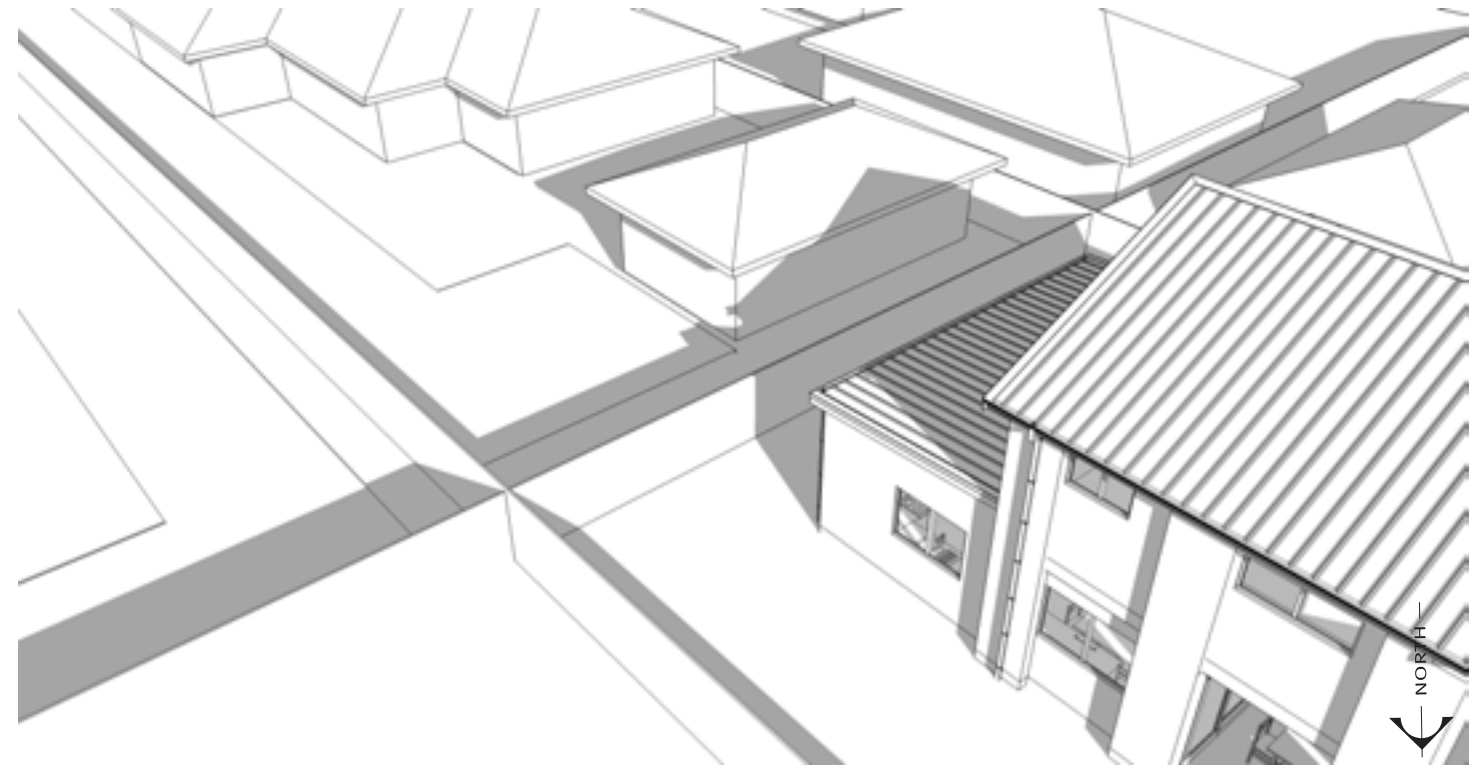
Mid-Winter 11am



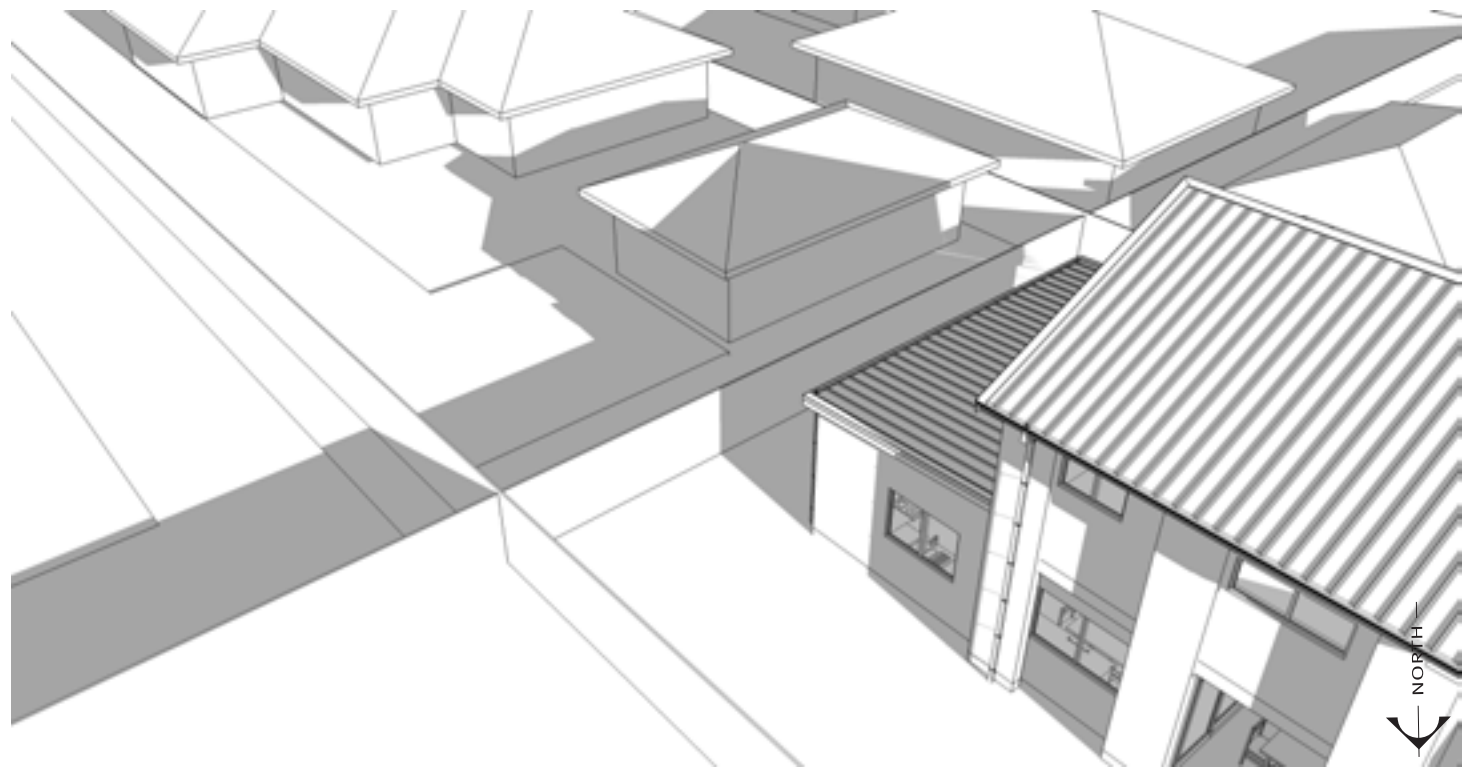
Mid-Winter 12pm



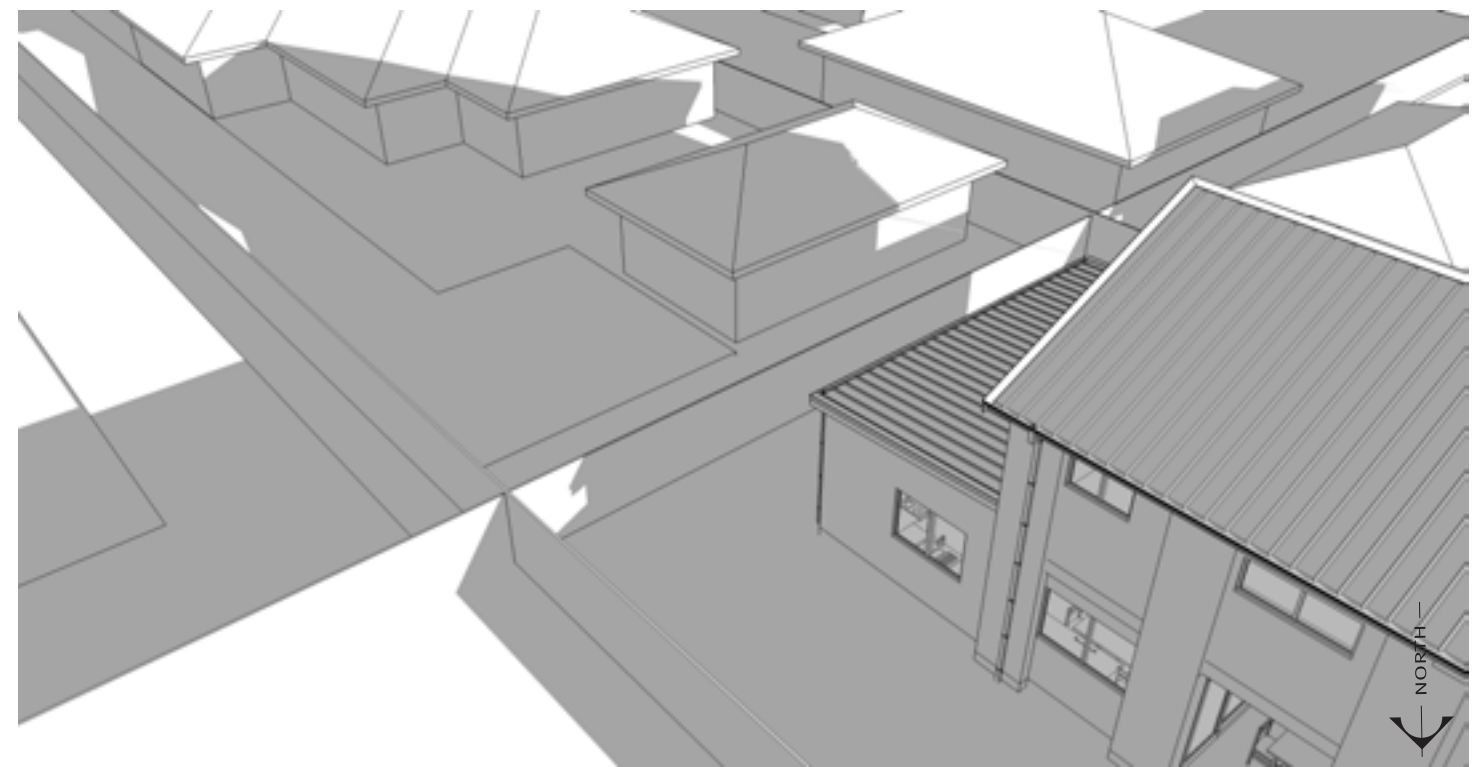
Mid-Winter 1pm



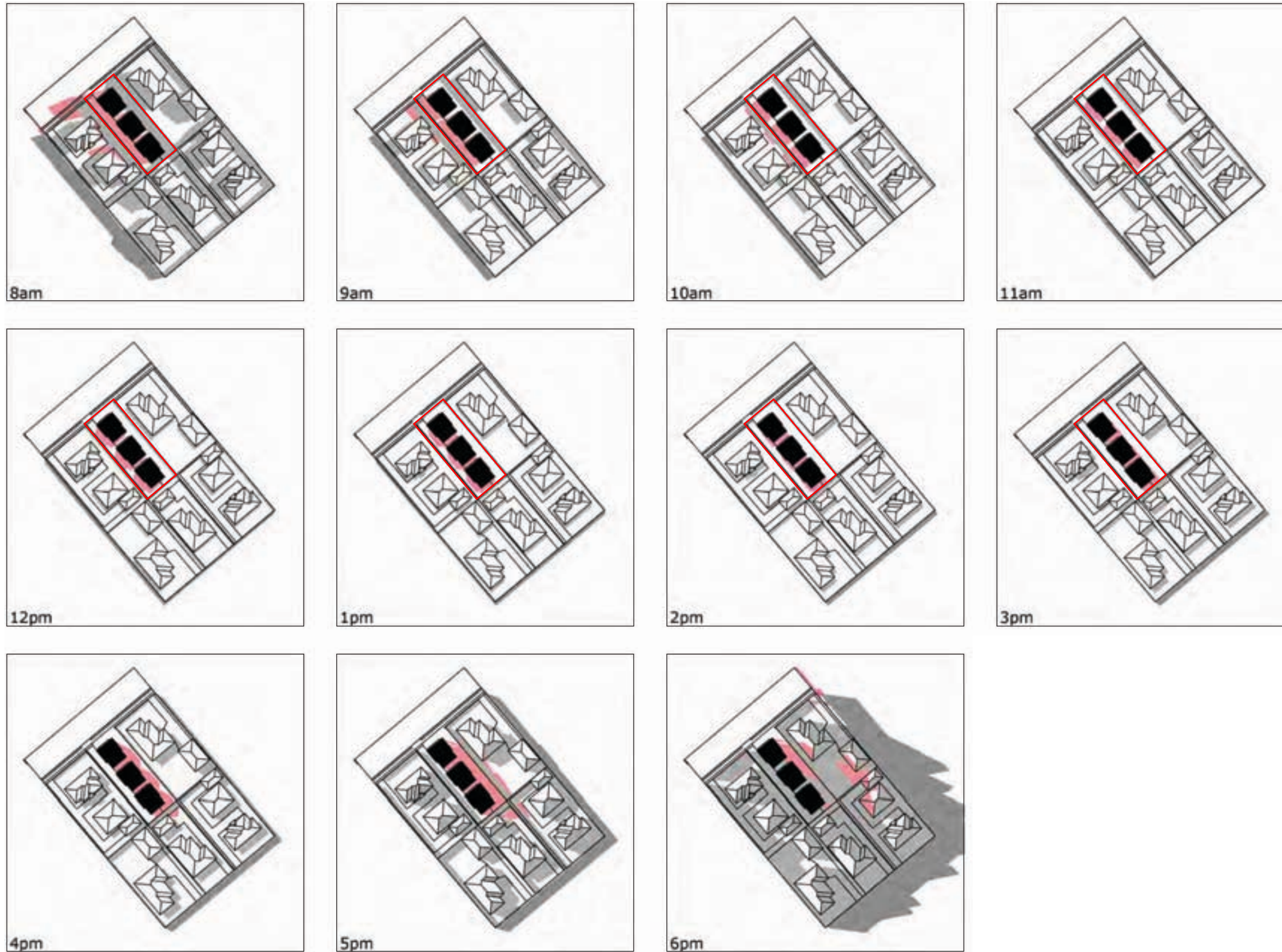
Mid-Winter 2pm



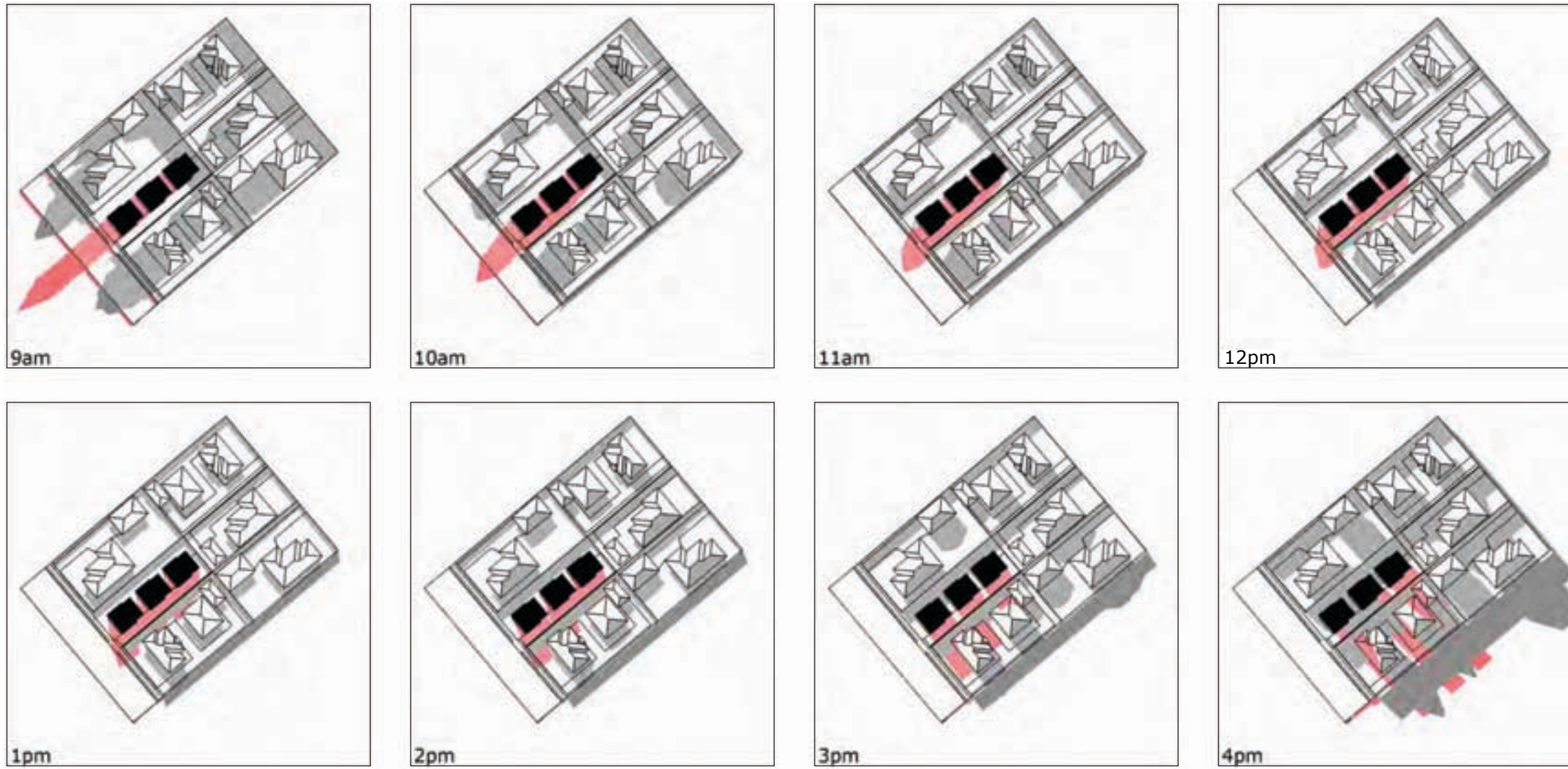
Mid-Winter 3pm

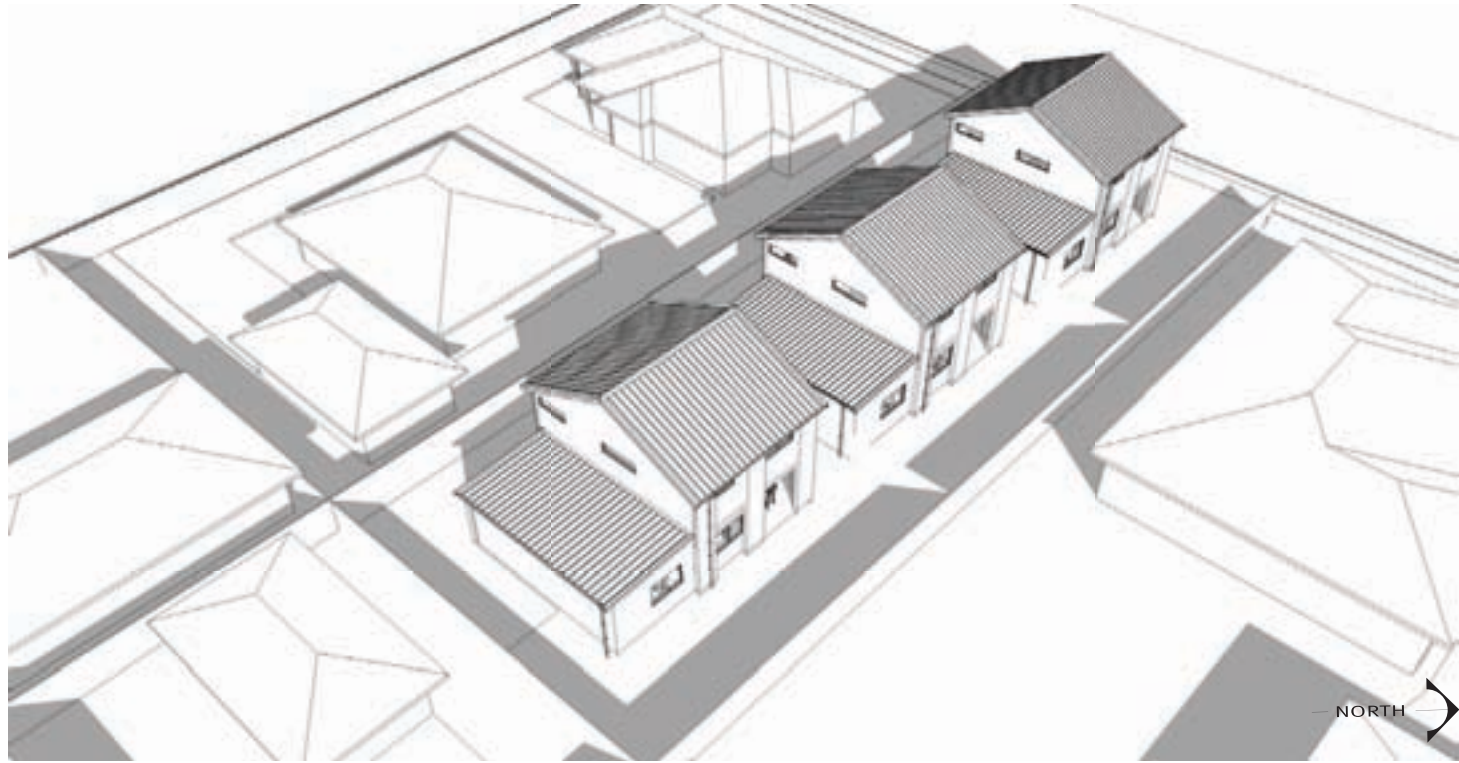


Mid-Winter 4pm

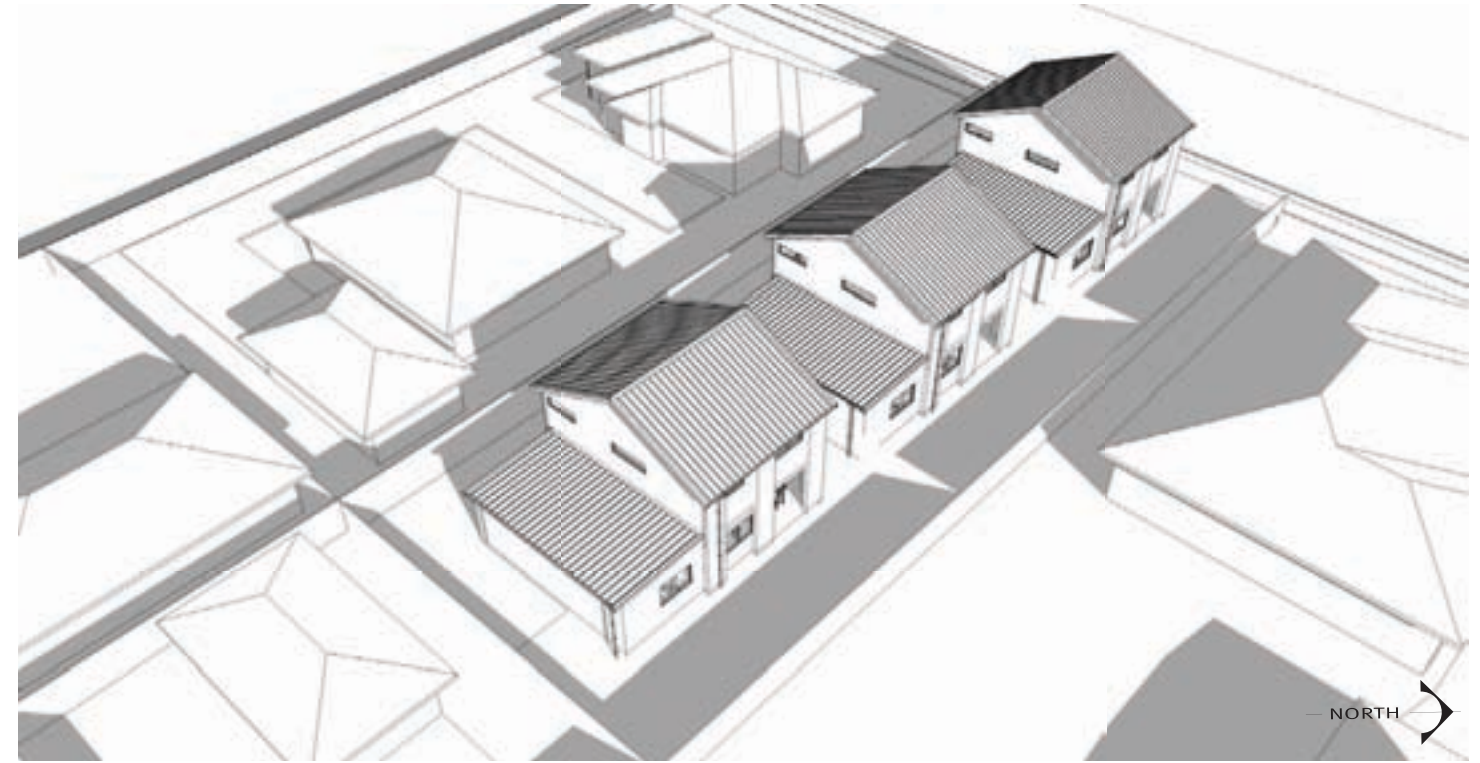




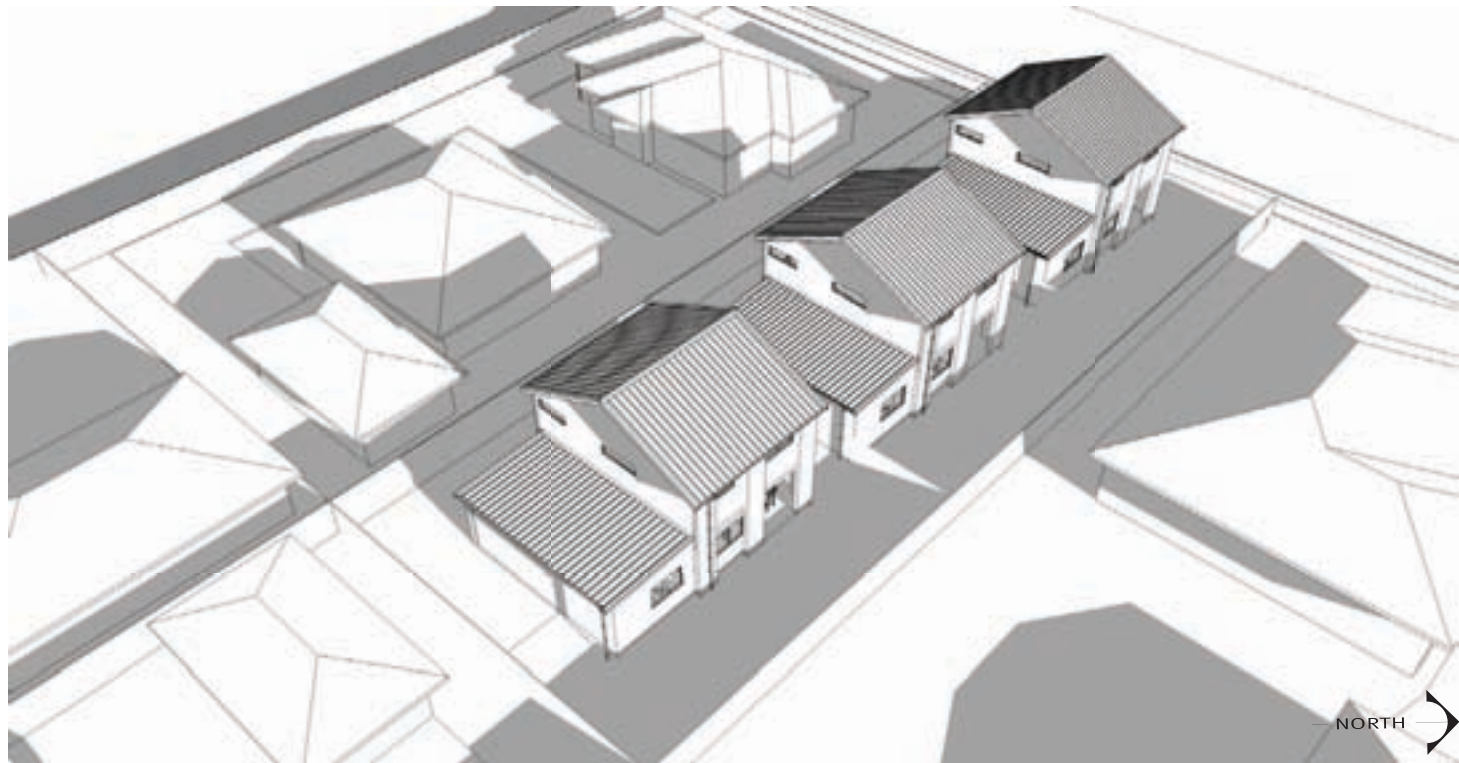




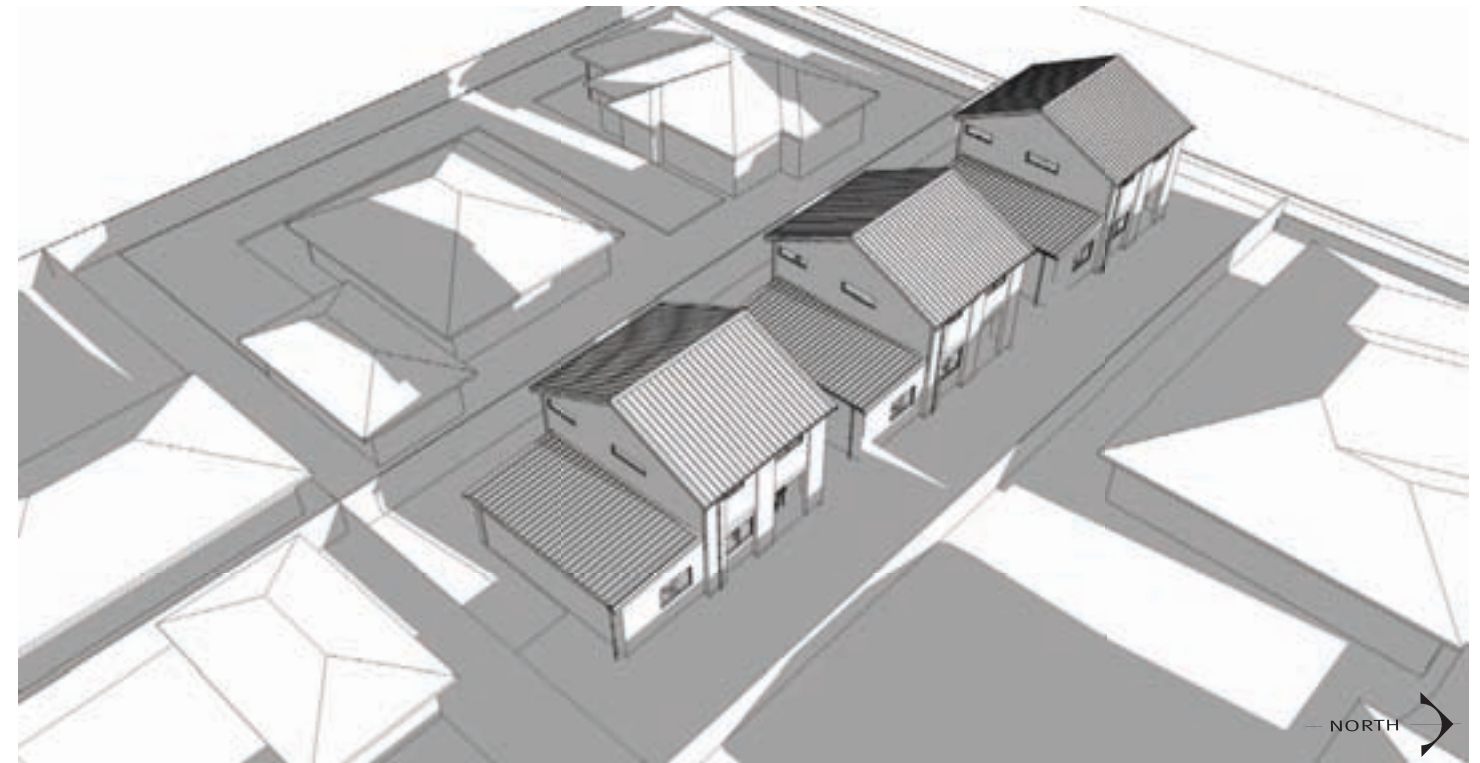
Mid-Winter 1pm



Mid-Winter 2pm

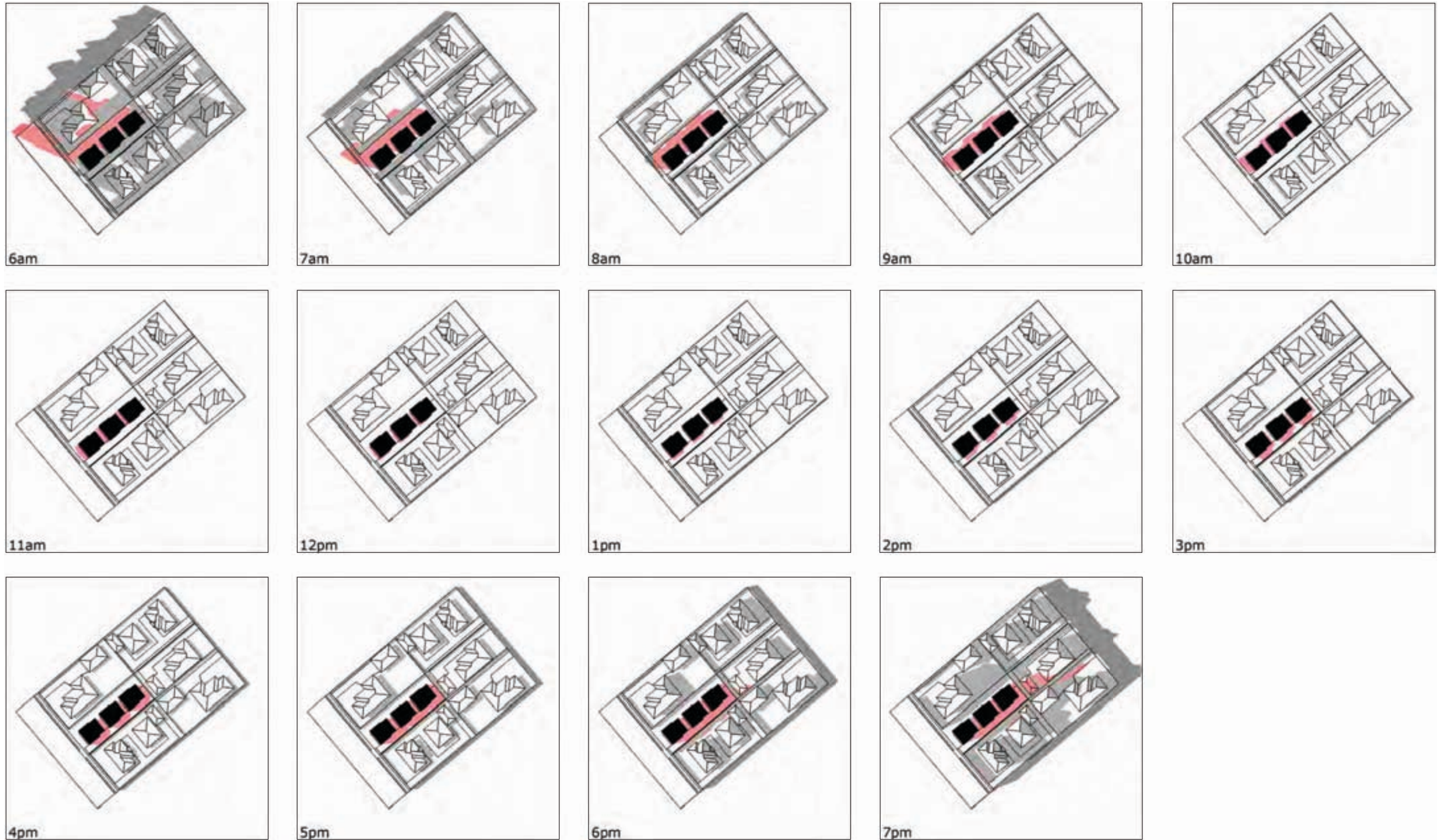


Mid-Winter 3pm



Mid-Winter 4pm





5.0 Shading Analysis

The shading analysis described in this section applies the assessment methodology above to the shading outputs from the representative model for both the NW and SW orientation scenarios.

5.1 North West Site Orientation Scenario

The analysis tables below (Tables 3, 4 and 5) reference both shadow tracking plans and perspectives illustrated in Figures 6 – 10. In completing Tables 3, 4 and 5, references are made to the keys in Figure 2 and 4.



Figure 2: North West Site Orientation Scenario (with reference key to neighbouring properties)

Figure 4: Assumed North West orientation and use configuration of neighbouring dwellings

5.1.1 Mid-Winter Solstice (21st June) Analysis

- Worst case scenario.
- 8am and 5pm timeframes are dark or experience extensive overshadowing.
- Assumes morning and evening activities are likely to be predominantly based indoors for passive activities with some active outdoor activities during periods of colder Winter temperatures and when the sun is less intense.
- NE/ E neighbouring properties remain largely unaffected.

Time	Magnitude of change			Sensitivity		Effect
	Location	Extent	Duration	Use	Occupation	
9am - 11am	SW neighbours	Predominantly NE side yard and elevation shading higher intensity outdoor living space. With extensive existing shading.	~2hrs during period of lower sun intensity.	NE aspect of dwelling with potential shading of kitchens and bedrooms within the dwelling	Potential morning activities (e.g. breakfast) largely based within the dwelling.	Moderate-Low
12pm	SW neighbours	Predominantly side yard shading lower and higher intensity outdoor living space.	~1hr	Narrower side garden areas	Potential active morning activities outside	Low
1pm	None	-	~1hr	-	-	Very-Low
2-4pm	SE neighbours	Predominantly rear yard and N/NW elevations. With extensive existing shading	~2hrs during period of lower sun intensity	Larger rear garden areas	Potential active afternoon activities outside	Low

Table 3: North West Site Orientation Scenario - Mid-Winter shading analysis

5.1.2 Autumn/ Spring Equinox (21st March/ 21st September) Analysis

- Moderate case scenario.
- 7am and 7pm timeframes are dark or experience extensive overshadowing.
- Morning and evening activities are likely to be based indoors within the dwelling with some active activities outside in cool temperatures when the sun is less intense.

Time	Magnitude of change			Sensitivity		Effect
	Location	Extent	Duration	Use	Occupation	
8am -9am	SW neighbours	Partial front yard and NE elevations with extensive existing shading	~2hrs during period of lower sun intensity	NE aspect of dwelling with potential activity in kitchens within the dwelling	Potential morning activities (e.g. breakfast) largely based within the dwelling	Moderate-Low
10am	SW neighbours	Partial side yard	~1hr	Narrower side garden areas	Potential passive or active morning activities outside	Low
11am -3pm	None	-	~4hrs	-	-	Very-Low

4pm	SE neighbours	Partial rear yard	~1hr	Larger rear garden areas	Potential passive or active afternoon activities outside	
5-6pm	SE/E/NE neighbours	Partial rear and side yards and SE elevations (6pm) with extensive existing shading	~2hrs during period of lower sun intensity	SE aspect of dwelling with potential shading of lower sensitivity bedrooms and bathrooms	Potential active evening activities outside	Low

Table 4: North West Site Orientation Scenario - Equinox shading analysis

5.1.3 Mid-Summer (21st December) Analysis

- Best case scenario.
- 5am and 8pm timeframes are dark or experience extensive overshadowing.
- S/SE/E neighbouring properties remain largely unaffected.
- Morning and evening activities are likely to be based both indoors and outside in warmer temperatures, even when the sun is less intense.

Time	Magnitude of change			Sensitivity		Effect
	Location	Extent	Duration	Use	Occupation	
6am	SW neighbours	Partial front yard and NE elevations with extensive existing shading	~1hr during period of lower sun intensity	NE aspect of dwelling with potential activity in kitchens within the dwelling	Potential morning activities (e.g. breakfast) largely based within the dwelling	Low
7am	SW neighbours	Partial side yard	~1hr during period of lower sun intensity	Narrower side garden areas	Potential morning activities (e.g. breakfast) based indoors or outdoors	Moderate-Low
8am - 5pm	None or negligible	-	~9hrs	-	-	Very-low
6-7pm	NE neighbours	Partial rear and side yards and SE elevations (6pm) with extensive existing shading	~2hrs during period of lower sun intensity	W aspect of dwelling with potential shading of higher sensitivity lounges and rear yards	Potential evening activities (e.g. dinner) and active or passive activities outside	Moderate-Low

Table 5: North West Site Orientation Scenario - Summer shading analysis

5.2 South West Site Orientation Scenario

The analysis tables below (Tables 6, 7 and 8) reference both shadow tracking plans and perspectives illustrated in Figures 11–14. In completing Tables 6, 7 and 8, references are made to the keys in Figures 3 and 5.

5.2.1 Mid-Winter Solstice (21st June) Analysis



Figure 3: South West Site Orientation Scenario (with reference key to neighbouring properties)



Figure 5: Assumed South West orientation and use configuration of neighbouring dwellings and outdoor spaces

- Worst case scenario.
- 8am and 5pm timeframes are dark or experience extensive overshadowing.
- Assumes morning and evening activities are likely to be predominantly based indoors for passive activities with some active outdoor activities during periods of colder Winter temperatures and when the sun is less intense.
- NW/ W neighbouring properties remain largely unaffected.

Time	Magnitude of change			Sensitivity		Effect
	Location	Extent	Duration	Use	Occupation	
9am - 11am	None or negligible	-	~2hrs	-	-	Very-Low
12pm	SE neighbours	Partial shading on higher intensity outdoor space	~1hr	Narrower side garden areas	Potential passive or active afternoon activities outside	Low
1pm	SE neighbours	Partial covering higher intensity outdoor space	~1hr	Narrower side garden areas	Potential passive or active afternoon activities outside	Low
2-4pm	SE neighbours	Predominantly rear yard and	~2hrs during	NW aspect of dwelling with	Potential passive or	Moderate-Low

		N/ NW elevations. with extensive existing shading	period of lower sun intensity	potential shading of higher sensitivity lounges and rear yards	active afternoon activities outside	
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Table 6: South West Site Orientation Scenario - Mid-Winter shading analysis

5.2.2 Autumn/ Spring Equinox (21st March/ 21st September) Analysis

- Moderate case scenario.
- 7am and 7pm timeframes are dark or experience extensive overshadowing.
- Morning and evening activities are likely to be based indoors within the dwelling with some active activities outside in cool temperatures when the sun is less intense.

Time	Magnitude of change			Sensitivity		Effect
	Location	Extent	Duration	Use	Occupation	
8am -9am	NW neighbours	Partial front yard and NW elevations	~1hr during period of lower sun intensity	NE aspect of dwelling with potential activity in kitchens within the dwelling	Potential morning activities (e.g. breakfast) largely based within the dwelling	Low
10am -2pm	None or negligible	None	~4hrs	-	-	Very-Low
3pm	SE neighbours	Partial shading on Lower Intensive Outdoor Space	~1hr	Narrower side garden areas	Potential passive or active afternoon activities outside	Low
4pm	SE neighbours	Partial shading on Lower Intensive Outdoor Space	~1hr	Larger rear garden areas	Potential passive or active afternoon activities outside	Low
5-6pm	SE/E neighbours	Predominantly rear yard and NW/N/NE elevations shading Higher Intensity Outdoor Spaces. With extensive existing shading	~2hrs during period of lower sun intensity	NE aspect of dwelling with potential shading of higher sensitivity lounges and rear yards	Potential evening activities (e.g. dinner) and active or passive activities outside	Moderate-Low

Table 7: South West Site Orientation Scenario - Equinox shading analysis

5.2.3 Mid-Summer (21st December) Analysis

- Best case scenario.
- 5am and 8pm timeframes are dark or experience extensive overshadowing.
- N/NE neighbouring properties remain largely unaffected.
- Morning and evening activities are likely to be based both indoors and outside in warmer temperatures, even when the sun is less intense.

Time	Magnitude of change			Sensitivity		Effect
	Location	Extent	Duration	Use	Occupation	
6am	NW neighbours	Partial front and back yard and SE elevations with extensive existing shading	~1hr during period of lower sun intensity	SE aspect of dwelling with potential activity in kitchens within the dwelling	Potential morning activities (e.g. breakfast) largely based within the dwelling	Moderate-Low
7am	NW neighbours	Partial side yard	~1hr during period of lower sun intensity	Narrower side garden areas	Potential morning activities (e.g. breakfast) based indoors or outdoors	Low
8am - 5pm	None or negligible	-	~9hrs	-	-	Very-low
6pm	SE neighbours	Partial rear and side yards and SE elevations with extensive existing shading	~2hrs during period of lower sun intensity	NW/ N aspect of dwelling with potential shading of higher sensitivity lounges and rear yards	Potential evening activities (e.g. dinner) and active or passive activities outside	Low
7pm	NE/E/SE neighbours	Predominantly rear yard and NW/N/NE elevations. with extensive existing shading	~2hrs during period of lower sun intensity	NW/ N aspect of dwelling with potential shading of higher sensitivity lounges and rear yards	Potential evening activities (e.g. dinner) and active or passive activities outside	Moderate-Low

Table 8: South West Site Orientation Scenario -Summer shading analysis

6.0 Response to Submission

TDC has requested consideration of whether Mr Palmer's submission assessment of the Winter shading effects of a 7.5 metre dwelling is accurate and to discuss further the other related issues raised. These issues have been broken down under Point 5 of his original submission (Appendix 1) by additional sub-points. The submission sub-points have been quoted or paraphrased in *italics* and are followed by technical urban design-related responses below:

1. *Two storey buildings have a larger effect on neighbouring properties in their receipt of natural daylight than single storey houses. Shade cast by higher density, two storey dwellings become much more significant to neighbouring properties.*

At face value, yes. However, the comparative relationship between the effects of one and two-storey houses is not necessarily a direct one. As noted earlier in this report, the PC66 provisions are intended to help mitigate the adverse amenity effects on neighbours, including shading from two-storey houses, through the application of height limits, recession planes and setback distances. In addition, other practical development constraints, such as the necessity for accessways, garages and landscape push two-storey buildings further away from external and internal boundaries and can contain the extent of some shading and allow sunlight to pass between buildings reducing the extent of continuous shading along a boundary.

Furthermore, single-storey houses and related landscape features, such as fences and trees (not modelled), also have their own shading effect, particularly at the extremes of daylight hours when the sun is low. It is the relative difference between these effects and the sensitivity of the neighbouring users which is the subject of our analysis and informs one aspect of a Planner's overall view of the significance of any adverse effects on people.

2. *In mid-winter the maximum solar altitude is 25.2° in Richmond and a 7.5m high building will cast a shadow of 15.9m at solar noon and if less than 28.8° at least 13.6m over a two month period.*

Yes, this is correct according to the online tool and software package we use, as illustrated in Appendix 4. However, we have not allowed for the impact of distant geographical features, which are primarily situated to the south east of the RIDA and could potentially have a marginal impact on our shading analysis, particularly early in the morning.

3. *Earlier in the day the shadow may be more or less depending upon the orientation of the building to the solar track.*

Our analysis of the existing NW orientated block illustrates that shading is cast wider and more directly on to neighbouring houses during the morning period than for the SW orientated block, which tends to cast onto the street and with a narrower frontage. Although, if the site was on the opposite side of the block there would be shading cast onto north facing rear yards with a potentially higher level of effect. Breaks between the building forms within the Intensive Housing development do assist in offsetting the continuity of the shading along the boundary, allowing opportunities to seek out sunny areas on larger Standard Density sites. Promoting aggregation of Intensive Housing lots could allow for reorientation of longer buildings and potential of increasing in the width of breaks between building forms for greater morning sun.

4. *Cutting out sunlight in the winter reduces the passive solar heating of neighbouring properties, reduces their opportunities for sitting out in the middle of the day and encourages cold, damp conditions around houses and gardens.*

This part of the submission focuses on both the magnitude of change and the sensitivity indicators outlined in the best practice summary and methodology.

Regarding the magnitude of change, such as the effect on passive solar heating and creation of damp conditions, the additional extent and duration of shading beyond the boundary over the Winter period is generally acceptable. Factors leading to this assessment include that shading is restricted to morning periods (i.e. approximately a 1/3 of the daylight period); there is already extensive existing shading; and the intensity of the morning sun is lower. It is also worth noting that these particular examples given in the submission represent shading effects on the environment, rather than a direct effect on people, which typically has a higher effect threshold (i.e. 'More than Minor').

Similarly, regarding sensitivity, such as the ability for occupants to sit out in the middle of the day, the additional extent and duration of shading beyond the boundary between 12-2pm over a typical lunch time is generally acceptable. Factors leading to this assessment include the partial shading of the side yard for only one hour with minimal additional shading over and above existing boundary fencing; intensively used outdoor areas immediately adjacent to the dwelling (e.g. decks and patios) have greater access to the sun; and there is an ability to relocate to other sunnier aspects on these larger sites, if desired.

Overall the significance of the shading effects during the Winter period are assessed as being between 'Moderate-Low' (i.e. equivalent to 'Minor') and 'Very Low' (equivalent of 'Less than Minor'). There are few instances in the Winter where the shading from the representative Intensive Housing development extend across both building elevations and outdoor spaces (refer to Figure 6, 7 and 11) at times where it potentially effects both internal and external activities and at times where they are likely to be occupied.

5. *Shadows also may severely limit the opportunities for solar power generation on neighbouring properties in the winter time at the very time it is most advantageous.*

Solar panels are typically located on roofs and our analysis illustrates that there is minimal shading of the roofscape throughout the day.

7.0 Conclusion & Recommendations

This report has been prepared primarily in response to a submission by Mr Palmer on PC66. The submission generally focuses on the potential adverse effects of Winter shading on existing neighbouring properties in RIDA during a transition phase to higher densities. These have largely been summarised in Section 6.0.

At the request of TDC, our analysis has focused on the shading effects from a representative Intensive Housing development and has extended the review to other periods of the year and to further understanding the potential effect on neighbouring single-storey intensive development house on a small site, if intensification proceeds.

Best practice shading analysis suggests that a combination of factors is important in understanding the potential effect of shading. These are broadly split by the magnitude of change (i.e. location, extent, and duration of any new shading) and the sensitivity (i.e. uses and occupation times effected). Shading is not something that can be simply reviewed at face value and needs to be considered holistically alongside less tangible factors and be appropriately balanced.

The findings of the shading analysis, suggests there are few instances in the Winter where the shading from the representative Intensive Housing development extend across both building elevations and outdoor spaces at times where it potentially effects both internal and external activities and at times where they are likely to be occupied. The most notable shading impacts are a brief delay in the tracking of the shading off neighbouring properties at mid-morning (refer to perspectives in Figure 6) or mid-afternoon in Winter (refer to perspectives in Figures 7 and 11), depending on the orientation. These are assessed as a 'Moderate-Low' shading effect (i.e. the equivalent of a minor effect in planning terms), given they would have some short-term impact on a higher proportion of external areas (i.e. across intensive areas) and building elevations (i.e. above the window line).

At the extremes in the morning and evening, when shadows are long and the sun is less intense, there are marginal differences between neighbouring single-storey buildings, fence lines and garages and the two-storey Intensive Housing development. Most other effects, outside those noted above, are on external landscape areas where there is more flexibility to move around larger sites, especially in Winter where external activities tend to be more active and less passive. However, there may be some instances where dwellings are built closer to the boundaries than shown in the modelling, as seen in the shading on garages, where shading impacts on internal activities would be greater than those on outdoor spaces.

Generally, the shading effects from the representative Intensive Housing development are not significant when considering both the magnitude of the change and sensitivity of the activities across the key times of the year reviewed. There remain many daylight hours across several seasons where shading is largely contained within the site and does not adversely affect neighbours.

Nonetheless, the key provision under review is the impact of the HIRB plan rule 17.1.3.3(f) (i.e. 6.m up from boundary for 50% of boundary length then 3.m, angled to a 45-degree plane). The representative Intensive Housing development provided by TDC for analysis demonstrates that this has not been a major determining factor in mitigating shading effects. It appears that other provisions and/or site constraints, such as the provision of a vehicle accessway along the southern boundary, have had more of an effect on the location of buildings on a site than the HIRB provisions.

However, there may be the potential for some alternative proposals to further maximise the available developable space within the recession plane envelope and, therefore, cause greater shading effects than our analysis has found. These 'worst case' development scenarios have not been tested, but the representative Intensive Housing development suggests that HIRB provisions could be further tightened without impacting on development yields.

Approaches used by other territorial authorities in medium density zones include introducing variable HIRB standards with more restrictive recession plane angles on more southern-orientated internal boundaries at the side or rear of developments. This could be implemented in conjunction with less restrictive angles on more northerly facing boundaries and/or no recession plane along the road boundary. Considerations from a visual amenity perspective include the likelihood of more asymmetric building designs, but could be more effective in shifting or reorienting development to further mitigate shading effects on neighbours and, where applicable, move some of these effects to less sensitive areas, such as the street.

Nonetheless, the shallower HIRB provision for 50% of the boundary seems to have been a consideration in the massing of the representative Intensive Housing development and, although not fully activated, could be a useful provision to breaking up the continuity of building mass and, therefore, allowing some sunlight to penetrate neighbouring sites. This, in combination with larger and less intensively developed sites, provides the ability for neighbouring residents to respond to changing shading extents and potentially relocate to other parts of the dwelling or open space areas, if desired.

Appendix 1

4147

COVER SHEET

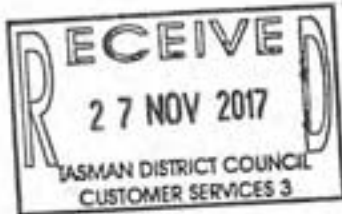


Return your submission by the advertised closing date to: Environmental Policy Tasman District Council Private Bag 4, Richmond 7050 OR 189 Queen Street, Richmond OR Fax 03 543 9524 OR Email: tasmanrmp@tasman.govt.nz

Submission on a Change to the Tasman Resource Management Plan (TRMP)

OFFICE USE

Date received stamp:



Initials:

Submitter No. 4147

Note: This form is only for the purpose of making a submission on the Plan. It is NOT for making a further submission (i.e. in support or opposition to an original submission) or for making a submission on a resource consent or on Council's Annual Plan.

Submitter Name: (organisation/individual)

JOHN PALMER

Representative/Contact: (if different from above)

Postal Address:

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Phone: 03 544 4275

Fax:

Email: ben_palmer@xtra.co.nz

Date: 27/11/17

Postal address for service of person making submission: (if different from above)

[Empty box for postal address]

Total number of pages submitted (including this page):

Signed: 3 Signature of submitter (or person authorised to sign on behalf of submitter). NOTE: A signature is not required if you make your submission by electronic means.

IMPORTANT - Please state:

This submission relates to Change No.: 66

Change Title/Subject: Richmond Hearing Choice

- I/we wish to be heard in support of my/our submission.
I/we would be prepared to consider presenting my/our submission in a joint case with others making a similar submission at any hearings.

Could you gain an advantage in trade competition through this submission? (tick one) Yes No

If 'Yes' are you directly affected by an effect of the subject matter of this submission that: (a) adversely affects the environment; and (b) does not relate to trade competition or the effects of trade competition?

(tick one) Yes No

Submission to TDC re Richmond Housing Choice

In general I support the move for higher density housing in the centre of Richmond, as this could reduce the extent of urban sprawl. However, I do foresee some difficulties with the proposals as they have been put forward thus far. ①

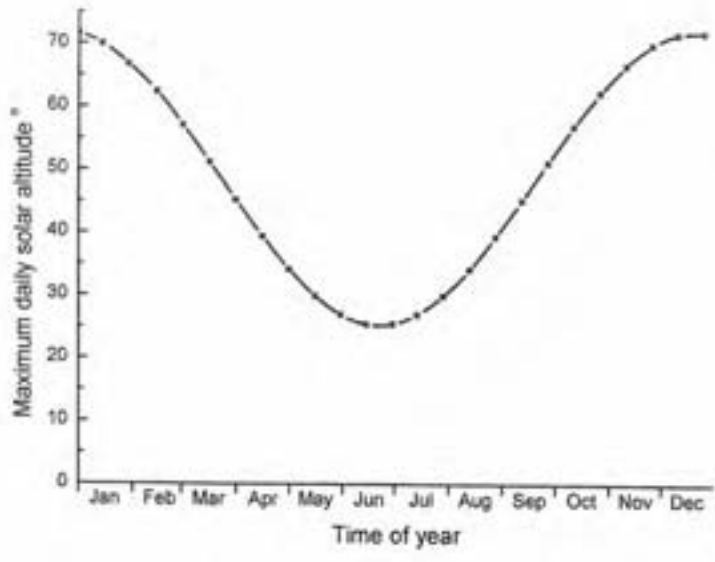
If, as suggested, this is in response to the ageing population of Richmond, then single storey dwellings would be the norm for the elderly. (Yes, you can get electric chair lifts to take you upstairs, but most elderly people would want the assurance of getting around easily on one level. Electric chair lifts can break down and we do occasionally get electricity cuts, the elderly do not want unnecessary risks to their lives.) It also significantly reduces the cost of maintenance (single storey v double storey). ②

Higher density housing **within an existing area** also carries with it the need for improved amenities – improved open space for children, improved sewage, reticulated water flow and sewage disposal. These are not insignificant costs for the developers or TDC to find. ③

If the density of housing increases and these dwellings are available for anyone to buy then younger people will buy them as starter homes. Younger people have more cars than elderly people so the car parking becomes a big issue, there are not enough car parks in this proposal for 2 cars per dwelling plus space for visitors cars. Richmond is spreading outwards, it doesn't have enough car parking spaces in central Richmond so car parking on side roads is spreading. The proposed increase in housing density will only make this situation worse. All day parking on side roads makes it difficult for local residents to enter and exit their drives and for their visitors to park somewhere near (particularly important for the elderly and those with walking difficulties). ④

My major concern is on the issue of permitting two storey dwellings. Two storey dwellings have a larger effect on changing the view of neighbouring properties and their receipt of natural daylight than single storey houses. I have no problem with a two storey dwelling in the middle of a 1000m² section or larger, as most of the shade from the building is confined within the section area. Once you move to higher density dwellings then the shade cast by a two storey dwelling becomes much more significant to neighboring properties. On sloping ground the shadow effects can be ameliorated to some degree but most of the areas designated in the Richmond plan are almost level. In midwinter the maximum solar altitude is 25.2° in Richmond (latitude 41.33°S). This means that a 7.5m high building will cast a shadow of 15.9m at solar noon. This is a serious problem in the winter time, as the change in maximum solar altitude follows a sinusoidal pattern not a saw tooth pattern. The maximum solar altitude for two months of winter (May 21 to July 21) is less than 28.8° (see graph), so a 7.5m building will cast a shadow of at least 13.6m over that two month period. ⑤

14 m



Earlier in the day or later in the day this shadow may be more or less depending upon the orientation of the building to the solar track. Calculations of shade cast by buildings can be relatively easily done using the solar altitude, solar azimuth and the orientation of the building to solar north (not magnetic north as they are slightly different). Cutting out sunlight in the winter reduces the passive solar heating of neighboring properties, reduces their opportunities for sitting out in the middle of the day and encourages cold, damp conditions around houses and gardens. Such shadows also may severely limit the opportunities for solar power generation on neighboring properties in the winter at the very time when it is most advantageous. I would have thought that local councils would want to encourage sustainability in their townships.

When talking to local council officials and representatives I was concerned that their arguments centred around the fact that the new proposals would be an improvement on existing standards. Whilst that is to be applauded, surely it is much more to the point that we ensure that any new standards reflect best practice in that they encourage the construction of ecologically responsible buildings with active and/or passive solar heating, allow for sufficient open space and off-street parking, and have minimum impact on existing residents.

5

Appendix 2

CASE STUDY SITE

SITE INFO
 NET SITE AREA 801m²
 SITE DIMENSIONS 45m X 17.8m

SITE COVERAGE
 TOTAL SITE AREA 801m²
 TOTAL AREA OF DWELLINGS 267m²
 R.O.W 198m²
 TOTAL 465m²
 465m² / 801m² = 58.05% SITE COVERAGE

BUILDING COVERAGE
 DWELLING 89m²
 LOT 1 195.96m²
 45.4% BUILDING COVERAGE
 LOT 2 195.96m²
 45.4% BUILDING COVERAGE
 LOT 3 212.15m²
 41.95% BUILDING COVERAGE

3 / 3 BEDROOM 2 STOREY DWELLINGS
 GROUND FLOOR AREA 89m²
 UPPER FLOOR 56m²
 TOTAL FLOOR AREA 145m²

810m² SITE

- COMFORTABLY ALLOWS 3 SEPERATE 3 BED UNITS
- BUILDINGS ARE MIN 3m NEIGHBOURING UNITS
- 3m STRIP AT REAR OF SITE ALLOWED FOR VISITOR CAR PARK LOCATION
- COMPLIANT WITH DAYLIGHT ANGLES FROM ALL EXTERNAL BOUNDARIES
- COMPLIANT WITH MAXIMUM HEIGHT



SITE PLAN

1:200



REVISION	DATE	TDC PLANNING DEPT
		RICHMOND INTENSIVE DEVELOPMENT AREA
		SITE PLAN Z

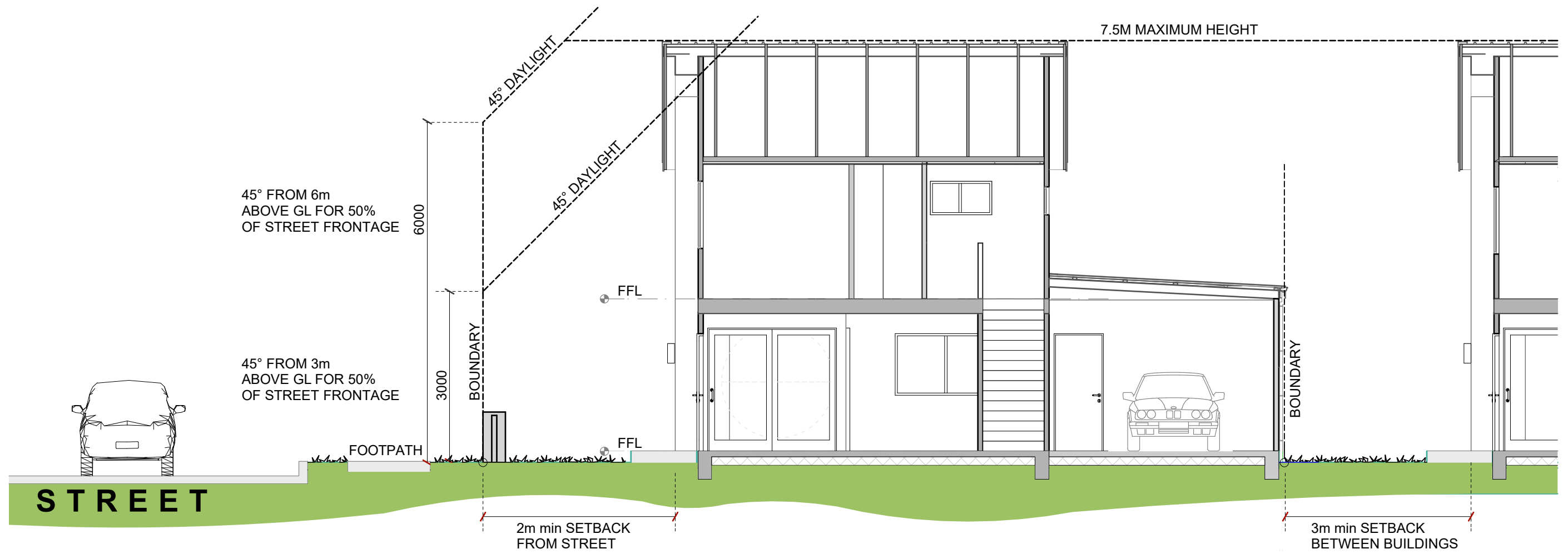
DEVELOPMENT EXAMPLE

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SITE SECTIONAL VIEW



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TDC PLANNING DEPT
RICHMOND INTENSIVE DEVELOPMENT AREA
IMAGES Z

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Appendix 3



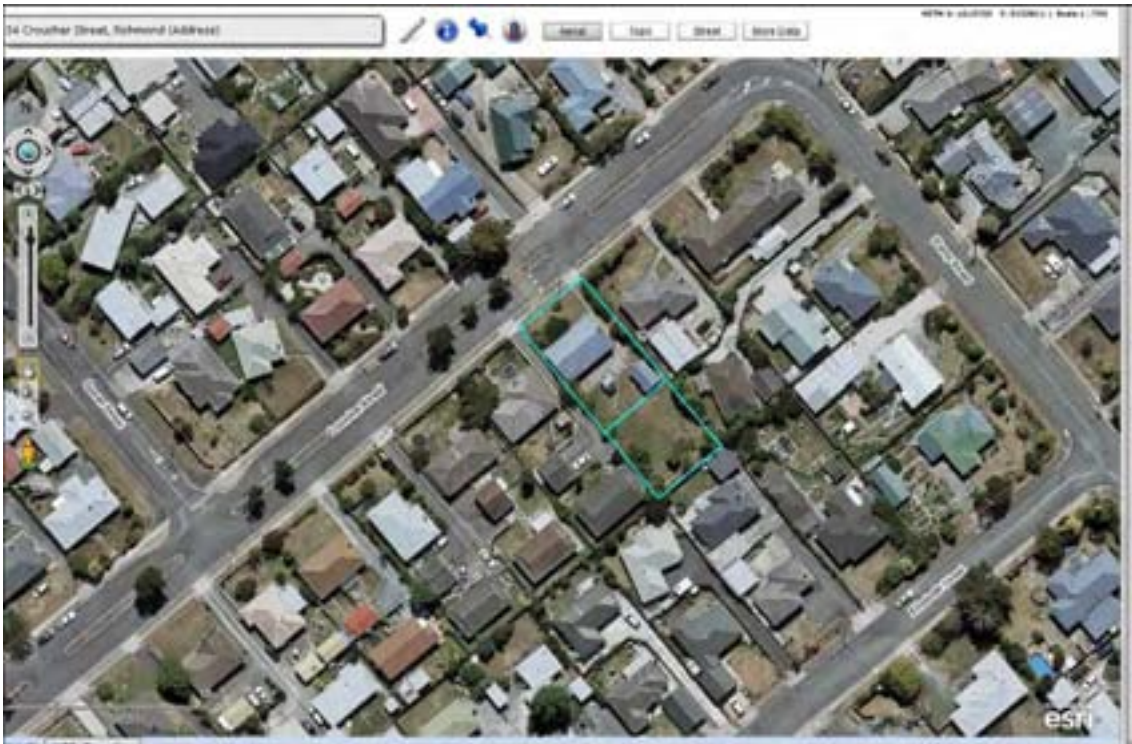
1. Typical Context: Herbert Street, Richmond



2. Typical Context: Elizabeth Street, Richmond



3. Typical Context: D'archy Street, Richmond

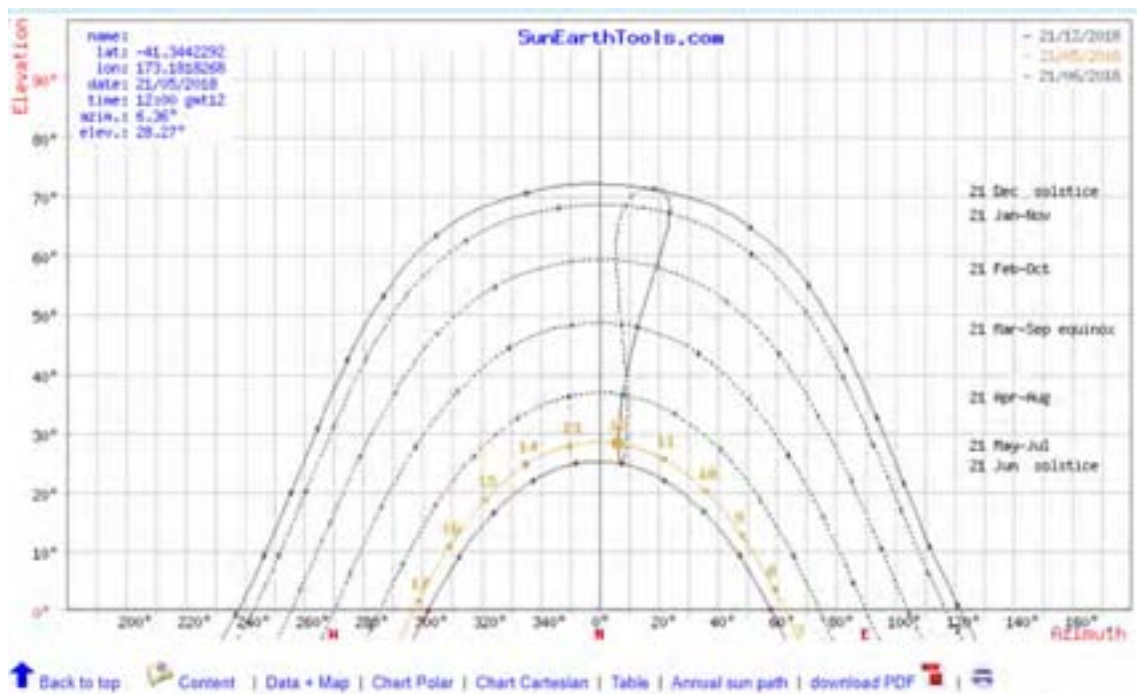


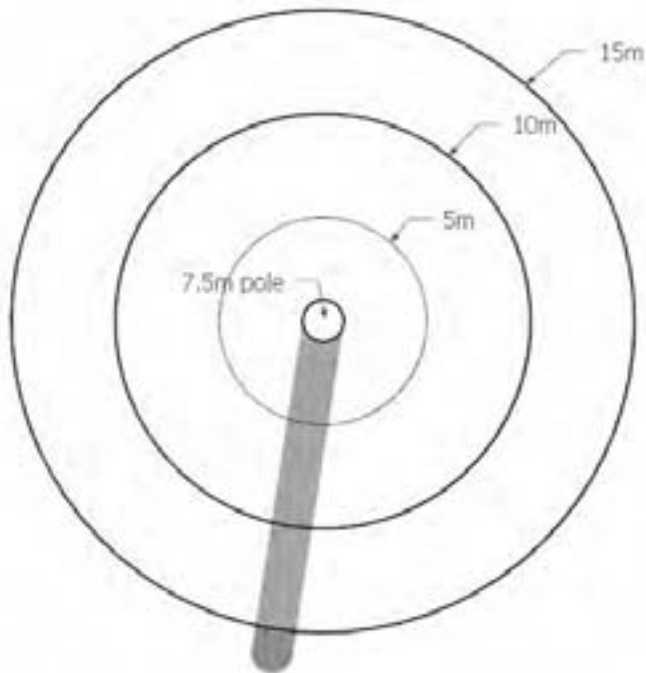
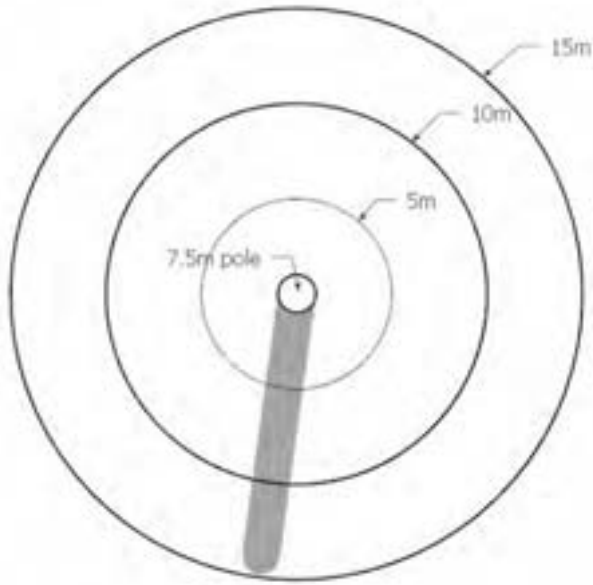
4. Typical Context: Croucher Street, Richmond

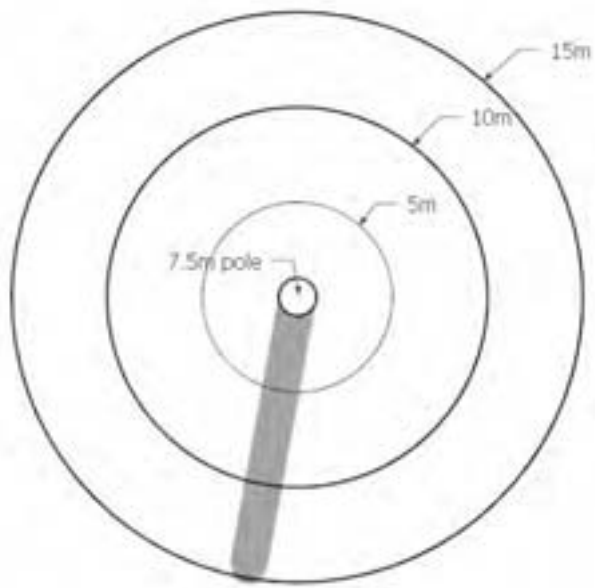
Appendix 4



Image: Set 21st May (Winter and Summer) Sourced: https://www.sunearthtools.com/dp/tools/pos_sun.php

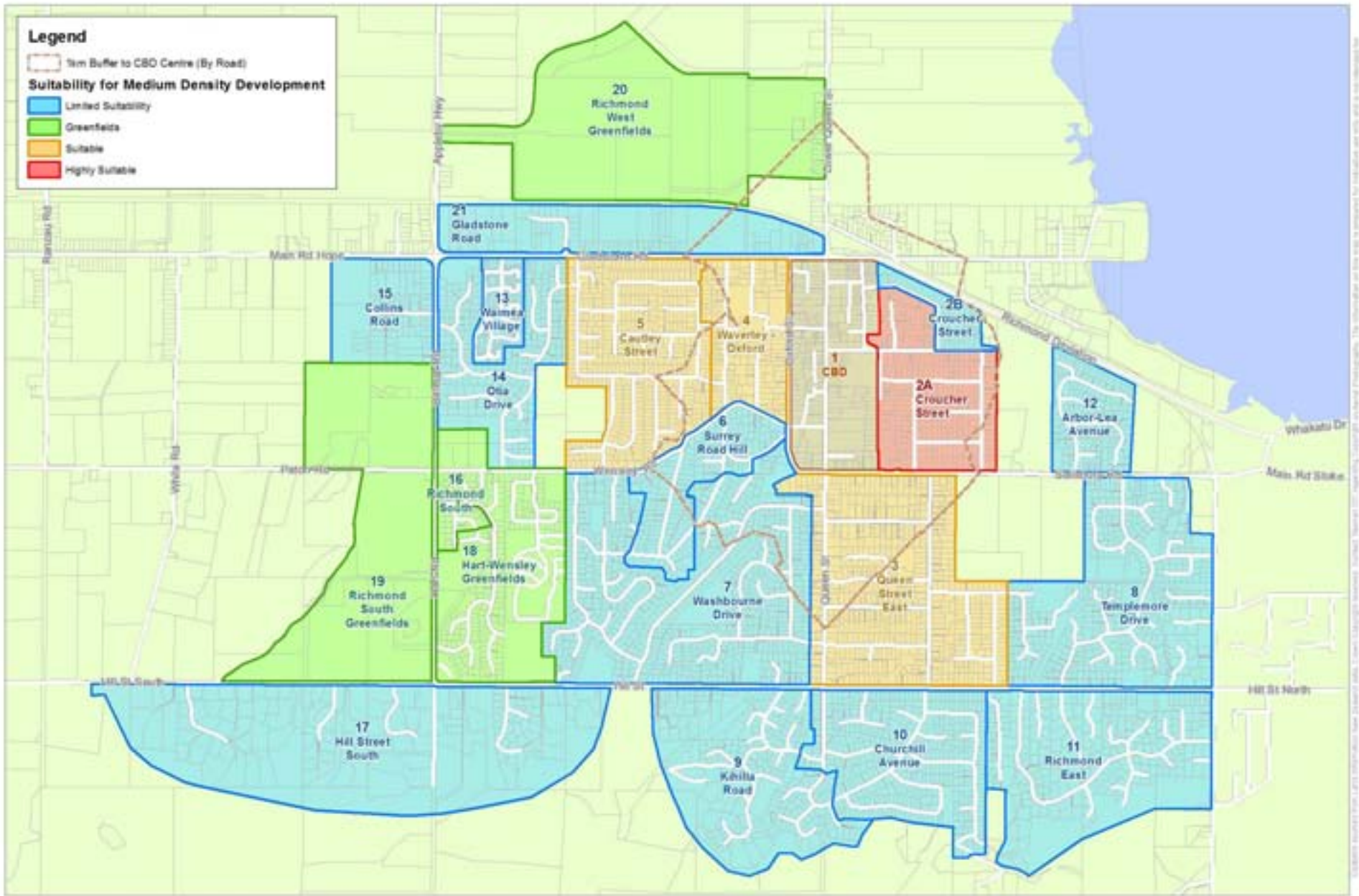






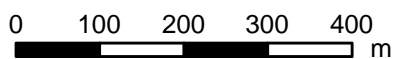
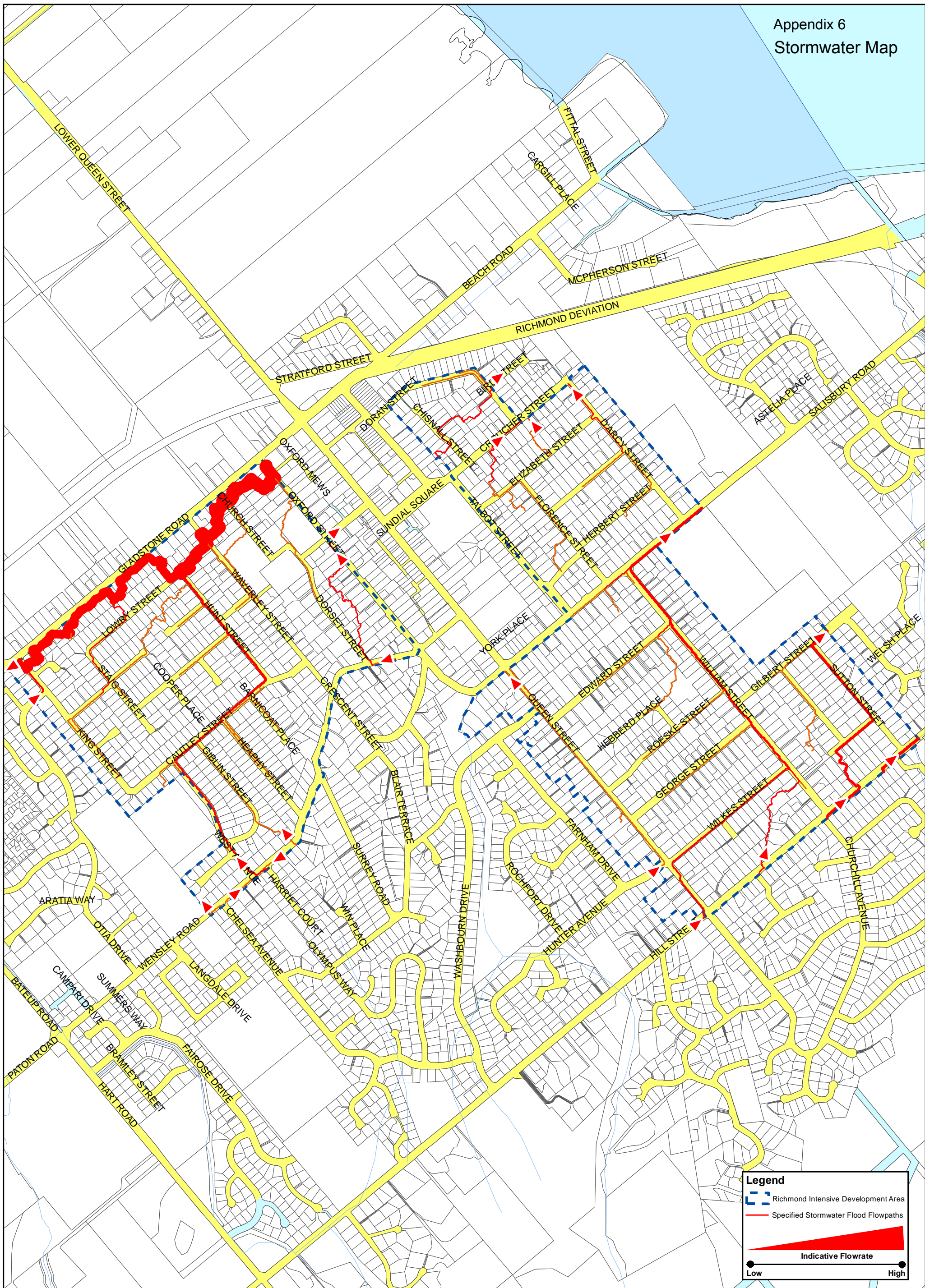


Appendix 4
43 - 57(A & B) Croucher Street



tasman Map 17. Medium Density Suitability





624 Change 66: Infrastructure

Evaluation Overview

This report responds to ten submitters who referred to infrastructure effects arising from residential intensification in Richmond, proposed in Plan Change 66 (PC66). These include submitters who specified relief and those who made more general submission points.

Staff considered infrastructure effects in detail during the drafting of PC66, due to their importance in supporting more intensive development. In particular, there has been a large amount of investigation into the adequacy of infrastructure (especially for stormwater and car parking) and verifying of assumptions for this Plan Change. This report further considers infrastructure effects of intensification in relation to matters raised by submitters.

In relation to infrastructure, this report covers submissions on transport (car parking, increased traffic, public transport, traffic safety and cycle tracks) and the three waters – drinking water, wastewater and stormwater.

The issues raised in submissions concern the ability of the infrastructure to cope with residential intensification, the potential environmental effects and accessibility of this area of Richmond by all forms of transport.

In further assessing some of the submissions, it has become evident that some are recommended as out of scope. This is because they relate to investment in reserves and facilities, public and private transport, wastewater and water, and so are outside the scope of the TRMP and hence this plan change. It is recommended that further actions should be noted for other Council processes for these submissions, such as the Long Term Plan (LTP).

No further submissions were received on the plan change in relation to infrastructure.

Submissions Dealt with in this Report

C66.1503.2	National Council of Women of NZ (Inc.)	C66 GEN	Separate cycle tracks on Salisbury Road from motor vehicles.
C66.2799.7	Tasman District Council staff	2.2	Delete the definition of 'groundwater recharge'.
C66.2799.8	Tasman District Council staff	17.1.20	Amend the second sentence of the last paragraph of Reasons for Rules 17.1.20 relating to the Richmond Intensive Development Area by: (a) replacing the words "groundwater recharge preservation" with the words "infiltration of stormwater to ground"; and (b) replacing the word "secondary" with the word "specified", so it reads: "To that end, a permitted stormwater standard provides for onsite stormwater detention for additional site coverage resulting from new development, for specified flow path protection and for partial infiltration of stormwater to ground."
C66.2799.9	Tasman District Council staff	36.4.2.1A	Amend condition 36.4.2.1A (f) by adding the words "detention and" after the word "including", so it reads: "(f) All stormwater and sediment control structures associated with the discharge or diversion including detention and specified flood flowpaths are to be maintained in effective operational order at all times."
C66.4141.1	Burt, Ronald P & Shirley A	16.2Fig. 16.2C	Increase minimum on-site parking requirement for a dwelling to no less than one space per unit and one visitor space per unit in the Richmond Intensive Development Area.
C66.4142.3	Castle, Bridget	6.2.3.2A	Add to the end of policy 6.2.3.2A: "Shared outdoor spaces should include communal gardens allowing for vegetable allotments, cycleways, walkways and playgrounds"

C66.4145.1	Gibson, Graeme & Ronnie	16.2Fig. 16.2C	Reword minimum on-site parking requirement for a dwelling so that the requirement is based on: (i) the bedroom size/occupancy capacity of the dwelling and all other (current or currently proposed) dwellings on the section; (ii) the capacity for spill-over street parking; and (iii) current congestion.
C66.4146.5	Nelson Tasman Housing Trust	C66 GEN	Consider and ensure road widths are adequate in new subdivisions to support future intensification (future proofing), such as comprehensive developments.
C66.4146.6	Nelson Tasman Housing Trust	16.2Fig. 16.2C	Reduce parking requirements further for all (except standard Residential development) to recognise the future use of e bikes and electric vehicles and the provision of street parking.
C66.4147.3	Palmer, John	C66 GEN	Consider need for improved amenities for higher density housing within an existing area, e.g. improved open space for children, improved sewerage, reticulated water flow and sewage disposal.
C66.4147.4	Palmer, John	16.2Fig. 16.2C	Increase parking requirements as space for two cars per dwelling plus one space for visitors is not enough.
C66.4150.2	Butler, Lynnette	16.2Fig. 16.2C	Increase minimum parking requirements in Richmond Intensive Development Area to two spaces per dwelling with tandem parking permitted, and amend visitor parking to two spaces for every three units.
C66.4150.3	Butler, Lynnette	16.2Fig. 16.2C	Restrict roadside parking to one side of the street only, preventing 'pinchpoints'.
C66.4151.2	McNicoll, Karen	16.2Fig. 16.2C	Increase car parking requirements or improve public transport, e.g. frequency and cost.
C66.4152.2	Butler, Edward	16.2Fig. 16.2C	Increase provision of more than one car park per dwelling.
C66.4152.3	Butler, Edward	C66 GEN	Invest in and improve public transport to enable such developments to be created further from the town centre.

Evaluation and Recommendations 624.1

A. Evaluation

1.0 Introduction

The evaluation of issues below considers both key matters for consideration and matters raised by submitters, as well as any other relevant matters.

Submitters in relation to infrastructure sought both specific relief and made general comments. Specific relief included:

- Revising the proposed car parking standards and assess parking effects on the street;
- Some redrafting concerning groundwater recharge;
- Some redrafting concerning stormwater detention;
- Ensuring road widths are adequate in new subdivisions to support future intensification;
- Improving availability of open space, public transport and the three waters; and
- Separating cycle tracks from the road.

General submissions in relation to infrastructure that did not specify relief comprised concerns over:

- Parking in the area;
- Traffic accident near misses;
- Congestion on street and traffic safety;
- Increased noise from vehicle traffic;
- Stormwater capacity;
- Walkability of the Richmond Intensive Development Area (RIDA);
- Traffic safety and ability for traffic to exit King St and Waverley St onto SH6.

2.0 Affected Plan Provisions

PC66 proposes the following relevant amendments as notified:

Chapter 2 - Defined Words

Policy 6.1.3.1 (j) and (k) – sustainable urban design principles

Issue 6.2.1.2 – land effects from urban growth

Objective 6.2.2.2 - land effects from urban growth

6.2.30 – Urban environment effects - Principal Reasons and Explanation

6.8.3.27C (c) – RIDA

6.8.30 – Richmond - Principal Reasons and Explanation

Figure 16.2A – Transport (access, parking and traffic)

Figure 16.2C – On-site Parking Requirements

16.3.20 – Subdivision – Principal Reasons for Rules

16.3.3.1 (i) – services

16.3.3.1 (md) – stormwater

16.3.3.1 (n) (ii) – allotment access and road network

16.3.3.1A (b) – controlled subdivision RIDA – allotment access and road network

16.3.3.1A (d) – controlled subdivision RIDA – services including stormwater and transport

16.3.3.1A (3), (5), (8), (9), (12), (14), (15) – subdivision in RIDA

16.3.3.2A (ab) – RDA standard density subdivision

16.3.3.2B RDA intensive subdivision in RIDA

16.3.3.3 (16) – allotment accesses

16.3.3.5 (d) – Discretionary subdivision in RIDA

16.3.3.5 (1) and (2)

Schedule 16.3C – services required on subdivision in certain zones

17.1.3.1 (za) – specified stormwater flood flowpaths

17.1.3.1 (zb) – access

17.1.3.4.CC (j) and (k) – RDA – RIDA stormwater

17.1.3.4 DD – Discretionary activity – RIDA

17.1.20 – Principal Reasons for Rules

19.2.2.7A – information requirements – parking and access

31.1.5.1 – damming and diversion of floodwaters

36.4.2 – discharges or diversions to land or water

Unchanged text but proposed to be relocated within a chapter as notified:

16.3.3.1 (mc) – stormwater

16.3.3.1 (mf) – transport

16.3.3.1 (18) – subdivision in RIDA (some minor amendments also that are not highlighted grey)

16.3.3.2A (a) and (b) RDA standard density subdivision (some minor amendments also in (b) that are not highlighted grey)

17.1.3.4 AA (a) (i) – RDA Comprehensive development servicing (some minor amendments also that are not highlighted grey)

17.1.3.4BB (8) and (11)

3.0 Issues

Issues raised by submitters are considered under the following categories:

- Car parking standards and effects on street;
- Transport infrastructure (including traffic safety, congestion, noise from traffic and walkability of RIDA);
- Stormwater and groundwater recharge;
- Level of service of open space; and
- Wastewater and water supply.

3.1 Car Parking Standards and Effects On-Street

Car Parking Standards

PC66 proposes a reduced minimum on-site car parking standard for subdivision in RIDA (at figure 16.2C) in chapter 16, of one space per unit and one additional space per three units for visitor parking. This proposed standard is a minimum standard, not a maximum.

The standard was reduced from the minimum of two spaces per unit for standard residential development for a number of reasons as set out in the section 32 evaluation. In summary, these reasons included:

- reducing building costs associated with providing car parking;

- keeping site coverage lower so that a development on the new proposed 200 sqm section in RIDA is possible;
- the expected reduction in car use in the future due to technological advances (see below);
- smaller household sizes;
- increased use of e-bikes, scooters and cycles generally; and
- the proposed increase in bus services in Richmond.

Developers retain the option to provide more than 1 parking space per unit. Developers will build what is saleable and respond to market demand. Similarly a prospective purchaser is unlikely to buy a property if he/she feels there is insufficient car parking. This Plan Change is trying to enable housing choice in Richmond and we anticipate seeing a variety of housing models developed with a range of parking options. In many circumstances, another parking space in front of the garage/carport/parking area would be possible in any case provided it is not blocking access to other properties e.g. on a private right-of-way.

The proposed Richmond and Motueka car parking strategy was publicly consulted on until 23 February 2018. See <http://www.tasman.govt.nz/policy/public-consultation/draft-parking-strategy-motueka-and-richmond/>. The draft strategy refers in a number of places to the technological changes in personal transport that are now on the horizon. The draft strategy poses questions about how changing technology and transport behaviours will affect the way we travel in the future – and consequently, the need for car parks. Driverless vehicle technology is now a real possibility in a relatively short period of time. This was another consideration that led to a proposal to reduce on-site parking requirements with intensive developments.

Most submissions on the subject of car parking are concerned about the reduced parking standard and seek increased parking.

One submitter (Nelson Tasman Housing Trust) seeks that the parking requirements be further reduced for intensive development; and one other submitter (4145) is able to accept the standard where the dwelling is in single occupancy. This same submitter suggested minimum parking requirements be based on criteria such as bedroom size, occupancy level, capacity for overspill into street (i.e. on a case-by-case basis). Staff have considered this suggestion but recommend that it would become too unwieldy to administer and too uncertain, e.g. bedroom size and occupancy capacity - this could lead to a bedroom versus office debate and it would be very difficult to prove how many are living there as well as manage occupancy alterations over time.

There are a large number of potential minimum car parking options that could be considered in the Plan Change e.g. five spaces for three units (rather than four); or where a 2-unit development must have three spaces (rather than two); or one space and one visitor space per unit. However, in reconsidering the reasons for reducing the minimum car parking in the Plan Change originally, staff recommend that a reduced minimum, such as that notified, is most effective for increasing choice of housing and density. To require each dwelling to have at least two spaces is likely to push up building costs and have an impact on site coverage as a space is usually paved or made from concrete or asphalt or similar and therefore forms part of the site coverage. Increasing on-site parking requirements may limit the feasibility of development on small lots and thereby work contrary to increasing density.

Staff have also considered whether a larger residential development (i.e. standard residential rather than intensive residential) in RIDA could unfairly take advantage of the reduced requirement for car parking. There are two separate rule pathways for standard and intensive housing and applicants do not get to 'pick and choose' the rules that may apply from both sets. An assessment against the rules on lot size, building height, building and site coverage, etc., would enable a proposal to be identified as either standard or intensive residential. If it is standard then the normal onsite minimum requirement of two spaces per unit would apply (see Fig 16.2C).

One submitter (4141) states that the information on which staff have based their assumption that residents in RIDA only need parking for one car, is false. Another submitter (4145) states that one vehicle per dwelling would be the exception rather than the rule. Staff have examined Statistics New Zealand data (bespoke) on vehicles available for private use in Richmond for the last census (2013). Richmond East and Richmond West area units were consulted as RIDA falls within both of these. The data is provided in Appendix 1.

The data was examined especially for the over 65s, since this is expected to be an age group that will be attracted to the denser housing round Richmond town centre. The table in Appendix 1 shows that among the over 65s in Richmond, it is more common to have access to one or no vehicles than two or more. When the same data is examined for all households in private dwellings, some 45%

(nearly half) have access to no or one private vehicle and 55% have access to two or more vehicles. The Plan Change is supporting options for people who choose to live in smaller, denser dwellings in RIDA, more likely to only own one car, due to the availability of transport options near the town centre. Staff consider it is not appropriate, however, to further reduce onsite car parking (i.e. less than that notified) as proposed in submission 4146.6.

One submitter (4151) considers that the proposed car parking standard may not be sufficient unless public transport improves. The availability and future plans for public transport in Richmond are addressed below separately in 3.2.

Effects of Off-Street Car Parking Standards On-Street

Submitter 4141 considers that there is no opportunity to park on street because the spaces are occupied by Richmond Mall workers and that there will be nowhere for health visitors, family members or even an ambulance to park. The same submitter indicates that Council will have to address the issue of Mall workers parking in the residential areas. Similarly, submitter 4145 notes that little regard is had to the effect of spill over on the safety or aesthetics of the street and neighbourhood and that many streets in the area were not designed for parking on either side as well as maintaining two-way traffic flow. Submitter 4149 also has concerns over reversing vehicles posing a hazard to pedestrians if there is no off-street reversing (presumably due to lack of space on-street). Submitter 4150 suggests that roadside parking be restricted to one side of the street only.

Staff have explored the availability of on-street parking within RIDA, with engineering staff having counted the potential on-street parking spaces in RIDA and these total 3,138. This count assumes parking on both sides of the road that fall partially within and outside of RIDA (i.e. along the boundary of RIDA), with the exception of Gladstone Road where parking on the other side of the road would not be easy. GIS staff have counted the number of dwellings in RIDA as at January 2017 (note this is number of dwellings not titles). There were 1,745 such dwellings in 2017.

The rollout under Council's growth model assumes 73 dwellings will be provided via intensification in RIDA in the next ten years and a further 13 dwellings on existing subdivided lots. Added to the existing 1,745 dwellings, this totals 1,831 dwellings.

This analysis shows that there are sufficient on-street car parking spaces for each dwelling to park one car on street and almost three quarters of the dwellings to park two cars on street, in addition to parking on their section. (This assumes on-street parking outside of business hours in streets near the CBD, as parking may be taken up by workers, visitors etc during working hours. However those households of working age within RIDA are likely to be at work themselves during these hours.)

The draft Richmond and Motueka car parking strategy acknowledges that pressure on street-side parking around the periphery of Richmond town centre is an issue, with all day parking spreading into adjoining residential streets. It also acknowledges that as a result of PC66, further pressure may be placed on these same areas. Page 5 of the draft strategy looks at the options, one of which is to introduce some time-restricted areas for visitor parking in the residential streets around the CBD, as well as making better use of existing but underutilised parking locations. This option is taken forward in the draft plan as an objective for the next five years. The draft strategy also considers 'residents only' parking but says "a residents parking scheme would provide priority parking for residents, but runs counter to the objectives of this Strategy. Providing parking for a family's home is the responsibility of the household, not the Council."

The draft Richmond car parking strategy will, in time, provide the framework for managing on-street parking rather than this Plan Change. Submissions will be heard and the strategy, in whatever form, will be adopted.

3.2 Transport Infrastructure

Public Transport

PC66 itself does not propose changes to transport infrastructure – private or public. These form part of separate processes and plans, including Council's Long Term Plan and the Regional Land Transport Programme, as well as the National Operating Framework with New Zealand Transport Agency (NZTA).

Some submitters e.g. 4152 and 1503, seek for Council to invest in and improve public transport including separating cycle tracks in Salisbury Road from cars. Submitter 4152 is keen for intensive developments to be created further from the town centre by investing more in public transport. This is a matter that was considered in the s.32 evaluation:

<http://www.tasman.govt.nz/policy/plans/tasman-resource-management-plan/plan-change-projects/proposed-changes-and-variations/proposed-change-66-richmond-housing-choice/>

Submitter 4142 also suggests an amendment to a policy such that development in RIDA should include cycleways and walkways.

Section 5.1 of the s.32 evaluation (location of intensive housing) page 21, considers options for the location of intensive housing, for all of Richmond's Residential zone and for all of the District's Residential zone. The report outlines the potential servicing costs of such a proposal, especially stormwater infrastructure, but it also refers to public and private transport infrastructure costs. The report also acknowledges that where such investment affects roads outside of TDC, it may require investment from other road-controlling authorities. Such options were therefore considered inefficient due to costs. Further expansion of RIDA may occur as infrastructure capacity is improved over time.

Section 5.1 of the s.32 report (page 29) also concludes that known demand exists for denser housing close to the town centre, but demand for denser housing on greenfield sites is less known.

In October 2017, a report was considered at the Regional Transport Committee on public transport services review. It recommended to Full Council that a new Richmond bus service be included in the draft Long Term Plan (LTP) 2018-2028 and Regional Land Transport Plan 2018. In December 2017 Full Council agreed that a new Richmond bus service be included in the draft LTP 2018-2028 and Regional Land Transport Plan 2018 for consultation.

Tasman's draft LTP 2018-2028 currently being consulted on, includes a new Richmond bus service as one of its proposals. Such a service may be an extension of the existing one (depending on sufficient capacity in the timetable for turn around), or a dedicated Richmond loop service provided by TDC only, or another option. The next steps include exploring several options within the scope of the business case and subsequently installing infrastructure such as bus stops and shelters etc. In the draft LTP, the new service will start from 2019/20 and there would be a 4-year trial period. While a route has not yet been confirmed, any service would improve transport connections for RIDA, given it is situated around the town centre.

Together with the NZTA, a Network Operating Framework (NOF) is currently being drafted and will be complete by the end of 2018. This looks holistically at all forms of transport in and around Richmond.

As part of the NOF primary and secondary cycle paths will be proposed in Richmond, as well as primary and secondary walking paths and primary and secondary shared paths. Where a route becomes a primary cycle path, benefits would flow for cyclists and where a route becomes a walking path or shared path, benefits would ensue for both cyclists and pedestrians. Proposals are still being worked on for the extent of network, so staff are unable to be conclusive on submissions such as 1503.2 yet, but draft proposals do include routes within RIDA.

The Council's draft LTP includes proposals for footpath improvements within RIDA, such as Oxford St/Wensley Road junction for pedestrian access. It also includes funding for pavement rehabilitation and construction of new footpaths. Submitter 4152 commented on the poor walkability score for Cautley St being well inside the car dependent range.

It was noted in the s.32 evaluation report that the Croucher St area scored particularly well in walkscore.com. Staff agree that the Cautley St area scores less well, being further away from the town centre. Walkscore.com scores accessibility for walking to dining and drinking, groceries, shopping, errands, schools, culture and entertainment, based on distance. However there are forms of transport available other than the car and walking and walkscore.com does not measure these e.g. cycling, mobility scooters, buses. Information is provided above on how these will be improved.

Specific public transport proposals in the draft LTP within RIDA include:

- William St, (within RIDA), a secondary cycle path that would link with cycle lanes in Salisbury Road and Hill St.
- Oxford St (upper), the cycle path will be enhanced and linked with Salisbury Rd, leading along Wensley Rd to Bateup Rd.
- Wensley Road is proposed to be improved as a primary walking route and primary cycling route. Salisbury road itself is also proposed for changes that would improve conditions for cyclists and pedestrians.
- McGlashen Avenue – pedestrian crossing facility is proposed, so as to address community severance issues for residents in the Doran Street/Bird Street area by enabling better access across

McGlashen Avenue.

The Queen Street Reinstatement Project (QSRIP) now partially complete, will provide many benefits for pedestrians, mobility scooters and cyclists. The new streetscape is in place from the McIndoe intersection up to Sundial Square. It's a safer and easier space to navigate for pedestrians, particularly those with limited sight and mobility due to the wider footpaths. Slower traffic speeds provide safety benefits for cyclists. Crossing the street is also much easier due to the removal of the kerb and channel. Queen Street is now becoming a shared space.

Once the QSRIP is complete (June 2018) the new bus terminus, including a shelter, will be outside the Police Station in Queen Street. This will be accessible for residents wishing to use the services living within RIDA. There will also be a bus stop outside the Arthur Wakefield hotel, on the Nelson side of Queen street. The existing stop outside Pak n Save in Talbot St will remain.

Private Transport Investment

Some submissions were made on certain road junctions within RIDA, together with general submission points that the streets were designed decades ago and are not designed for parking either side as well as maintain two-way traffic flow (submitter 4145). Specifically, Hunt Street is raised by the same submitter as being congested. Another submitter (4152) raises the issue of increased traffic in the neighbourhood, exacerbating the already difficult problem for vehicles exiting from King St and Waverley St onto the Gladstone Road State Highway, especially when turning right.

The planning of the road infrastructure in Richmond is continually under review by Council, identifying where improvements are needed in successive LTPs. In conjunction with the NOF being prepared, the regional transport model is also being updated to identify upgrades that may be needed. Key intersections are being examined such as the Gladstone Road traffic lights area along SH6.

The draft LTP also includes proposals for investment in Richmond's roads (based on current engineering models and standards). It proposes:

- Upgrading the intersection of William St/Salisbury Rd, also within RIDA, for the benefit of vehicles and pedestrians.
- Upgrading the intersection between upper Oxford St and Queen Street (near Burger King).
- Improving the Wensley Road roundabout with a focus on enhancing the sight lines.
- Improving the Lower Oxford street hierarchy to improve flows on the Richmond ring route.

The junction identified by submitter 4152 – King St/Waverley St with Gladstone Rd is not identified specifically as needing investment at this stage, although the Gladstone Road traffic light stretch continues to be examined in the regional transport model and any proposals could have indirect benefits. Similarly, Hunt St (submitter 4145) is not identified as requiring investment due to any safety issues. Yellow lines recently added at one end were due to the sharp bend in Hunt St that was restricting visibility ahead.

As part of the ongoing NOF process with NZTA, the road hierarchy of Richmond is being reconsidered. This remains work in progress during 2018 but it is possible that the hierarchy of certain roads could be changed in Richmond. This would involve changes to the carriageway to provide balanced access for vehicles, cyclists and pedestrians. The draft LTP proposes such changes to the carriageway for Salisbury Road that partly lies within RIDA.

Congestion Effects from Increased Traffic

Submitter 4149 states that the Plan Change could lead to overcrowding e.g. increased noise from roadside visitor parking, vehicle traffic. Residential intensification has less of an impact in terms of vehicles on roads than greenfield residential development e.g. at Richmond West, Richmond South. This is due to a choice of transport being available in areas proposed for intensification such as RIDA. Intensification can therefore have positive effects for private transport by reducing reliance on the private car and enabling people to use other forms of transport e.g. walking, cycling, scooters etc.

Traffic Safety

Some submissions e.g. 4152, 4141, 4145, have raised the issue of traffic safety as a result of intensification and risks for pedestrians and cyclists, due to perceived increased numbers of cars on the roads. The sections above have outlined significant public transport projects for Richmond that are proposed in the draft LTP 2018-2028. Given the location proposed for intensification (RIDA), residents who choose to live there, already have a choice of transport but this will be further enhanced - with walking, bus and cycling opportunities, all much improved.

Submitter 4146 seeks Council to consider and ensure road widths are adequate in new subdivisions to support future intensification, such as comprehensive housing developments. PC66, as notified, includes proposed amendments to Figure 16.2A (Standards for on-site access and vehicle crossings). However, these changes only apply to RIDA where the minimum lane width for 5-6 users is reduced from the standard normally required in the Residential zone. Otherwise the road widths that apply elsewhere also apply to RIDA.

In terms of road widths outside of RIDA in greenfield subdivisions, Council is currently drafting its Land Development Manual (LDM). It will replace the existing engineering standards that are currently being used for road widths. The LDM will be publicly consulted on mid 2018 and it is this document that will cover road widths District wide. Staff therefore recommend this submission point as being out of scope for PC66.

The emerging proposals in the LDM include for new road designs to create slower road environments (30 to 40km/hr), to make them friendlier towards all forms of transport. Also there are proposals to make some of the smaller roads in subdivisions wider to cater for the turning of vehicles and passing of rubbish trucks etc. Council is mindful that new roads in the future will need to cater for denser residential developments. It is noted, however, that RIDA already has a road network in place and the formation of new roads within it will be limited.

In conclusion, staff recommend that it would be beyond the scope of PC66 to consider any amendments to the width of lanes for subdivisions outside of RIDA.

Noise Effects from Increased Traffic

Submitter 4149 is concerned over potential adverse noise effects from roadside visitor parking being increased as a result of intensification. However, it is unclear from the submission as to how such noise levels may adversely affect the submitter.

The New Zealand Acoustic Standards, including NZS 6802:2008, sets objective recommended noise limits to protect health and amenity. The Tasman Resource Management Plan (TRMP) noise thresholds for the residential zone comply with these at permitted condition 17.1.2.1 (m) and are provided in Appendix 2 to this report.

One key issue often raised with development proposals is the subjective response to a noise level or the fact that noise is able to be detected. It would be very difficult (if not impossible) and impractical to set noise limits based on subjective assessment alone. It is however important to note that even if the specific sound was audible above background sound level, this does not automatically mean when evaluating this sound source, that it is above permitted objective recommended assessment limits to protect health and amenity.

The noise thresholds that already exist in the TRMP for the residential zone, are not proposed to be altered by this Plan Change. They will apply in RIDA, which is residentially zoned.

To give an indication of the scale of intensification envisaged and, thus, increased vehicles parking on the road, Council has planned for the following rates of growth in RIDA in its 2016 review of the growth model. The number of dwellings expected to be provided through intensification in RIDA are:

2018 - 2021: 20 dwellings
 2022 - 2028: 53 dwellings
 2028 - 2038: 80 dwellings
 2038 - 2048: 90 dwellings

If Council has incorrectly forecast the rate of take up, it will be realised during the quarterly monitoring it undertakes for Government (under the National Policy Statement on Urban Development Capacity). Council also reviews its growth model every 2-3 years in any case and will similarly monitor growth from intensification.

By themselves, these are not therefore significant additional numbers of dwellings and staff consider they would not lead to adverse noise effects from increased traffic, especially given the choice of modes of transport that are and will be available within RIDA.

3.3 Stormwater and Groundwater Recharge

Tasman District Council (TDC) staff, in its own submission, proposes the deletion of the definition of 'groundwater recharge' in 2.2 (Defined Words) of the notified Plan Change. This term was initially used during the drafting of the Plan Change but has since been replaced with 'discharge of stormwater into the ground by infiltration' and is therefore not required. TDC's submission also proposes a similar amendment in chapter 17 at 17.1.20 (Principal Reasons for Rules), replacing "groundwater recharge preservation" with "infiltration of stormwater to ground." This change is technically more appropriate as the issue is not about aquifer recharge for water resource reasons, but rather simply about moving surface water into the ground when the ground is less than fully saturated.

TDC's submission proposes replacing the word "secondary" flow path protection in Principal Reasons for Rules (17.1.20) with "specified" flow path protection. This then ensures that all flow paths are captured in the reasoning for rules rather than just secondary.

TDC's submission further proposes a drafting amendment in relation to stormwater detention structures, requiring detention structures be maintained in effective operational order at all times (condition 36.4.2.1A(f)). Clearly it is important that such structures are working efficiently for the stormwater to be detained and released gradually.

Submitter 4149 made a general submission point concerning stormwater. He states that existing services are at capacity, e.g. stormwater surface flooding at Cautley Street and that the permitted stormwater standard proposed in PC66 will not fix this problem. Staff acknowledge that existing stormwater services are at capacity in the area and that this has in the past led to surface flooding during extreme rainfall in several areas of Richmond, including the Cautley Street area.

For this reason, significant investigation and verification was undertaken in relation to stormwater during the formulation of this Plan Change. The permitted activity stormwater rule (17.1.3.4CC (j)) proposed in PC66 (as notified) requires that:

- (a) stormwater will be held on site and released gradually, minimising further flood risk;
- (b) development within an area covered by the mapped flowpaths shall demonstrate how they will allow the flowpath through the redeveloped site; and
- (c) infiltration devices will lead to a decrease in stormwater runoff by mimicking the natural hydrological process of rain water infiltrating into the ground. Infiltration will further help to ensure base flows in water bodies near to the RIDA, i.e. Jimmy Lee Creek, and contribute to stream health in general.

The stormwater capacity issues of the network have been taken into account and the detention requirements of the permitted activity rule have been designed to ensure that flood risks are not increased as a result of this Plan Change.

There is, however, a significant amount of stormwater investment proposed in Council's draft LTP 2018 - 2028 to reduce the risk of surface water flooding in Central Richmond. This is specifically aimed at the town centre area and surroundings (\$10M investment in the next 10 years).

For central Richmond, there are five programmes in the draft LTP:

- Gladstone Road–Poutama drain stormwater pipe link - 2021 onwards
- Washbourn Drive stormwater culvert upgrade - 2023 onwards
- Washbourn stormwater by-pass pipeline: Construction of pressurised pipe from Washbourn Gardens to Poutama Drain to protect Richmond town centre from flooding - 2021 onwards
- Blair Terrace stormwater pipeline: New stormwater pipe connecting to the Washbourn bypass pipeline would alleviate overland flow issues that affect Oxford St, Queen St and Beach Road - 2026 onwards
- Upper Queen Street Bridge: Stormwater diversion from Queen St, along Washbourn Drive and into Washbourn Gardens - 2022 onwards

For Richmond deviation/Bird Street, there is one programme in the draft LTP:

- SH6 Richmond Deviation stormwater improvements: Upgrade the existing and construct a new culvert under SH 6 Richmond Deviation- 2018 onwards

For Cautley St/Hunt St/Gladstone Road there is one programme in the draft LTP:

- Hunt Street Stormwater Extension: Collecting flow from the general Hunt Street area and diverting it to Gladstone - Poutama Link - 2028 onwards.

3.4 Level of Service of Open Space

Submitter 4147 notes generally that higher density housing within an existing area also carries with it the need for improved amenities – improved open space for children - and that these are not insignificant costs for the developers or TDC to find. He asks that Council considers the need for such improved amenities. Submitter 4142 also suggests an amendment to a policy so that development in RIDA includes communal gardens, allowing for vegetable allotments, walkways and playgrounds.

Council has several level of service measures for Reserves and Facilities. Chapter 14 of the TRMP includes the objectives and policies for the provision of reserves and open spaces. This includes policy 14.1.3.1 to provide at least 4 hectares of Council land per 1,000 residents for recreation and amenity space, which is in addition to Crown and private land. This policy is unchanged by this Plan Change. At a district level, we are exceeding this standard.

Council's Urban Design Guide (appendix II Part II TRMP) also has guidelines on public open space at guideline G1. In subdivision design it requires public open spaces to be provided at strategic locations where they contribute positively to residential amenity, not as 'leftover' spaces from subdivision. The LTP 2015-2025 included three different level of service (LOS) measures for reserves and community facilities at the district level and Council was exceeding all of those.

The draft LTP 2018-2028 also includes LOS for reserves and open spaces. One of the latest LOS is that at least 85% of respondents rate their satisfaction with recreational facilities as 'fairly satisfied' or better in the annual residents' surveys. Another is that 85%+ of residential properties are within 500m of open space. These are district wide standards. The reason for these additional indicators is that the 'area of park land per 1000 residents' measure is skewed district wide by large reserve areas like Moturoa/Rabbit Island. A more meaningful measure therefore is provision of reserves servicing urban properties. District wide, we are currently performing well against all these standards (see pages 31 and 32 of the draft reserve and facilities activity management plan, provided in appendix 3 of this report or <http://www.tasman.govt.nz/policy/public-consultation/draft-long-term-plan-2018-2028-ltp/supporting-information/#AMP>).

The draft 2018 Reserves and Facilities Activity Management Plan (supporting information to the draft LTP 2018-2028) provides an overview of parks, reserves, community facilities and future demand by settlement (page 49). For Richmond, it notes that the Richmond community is currently serviced by a range of parks, reserves and community facilities. There are over 13 kilometres of walkways within the settlement area and over nine hectares of neighbourhood reserves. There are 14 playgrounds on existing reserves and additional playgrounds at Henley, St Paul's, Richmond Primary and Waimea Intermediate Schools. The development of Tasman's Great Taste Trail adjoining the western boundary of the settlement is popular and has also added to the existing levels of service for cycleways. Ben Cooper Park provides for junior football (three fields) and cricket. Jubilee Park provides twelve tennis courts, a skate park, cricket block, beach volleyball and rugby and touch fields. There are additional sports fields at Henley School, Waimea Intermediate and Waimea College.

Neighbourhood reserve provision is measured by the distance from households in the draft Reserves and Facilities Activity Management Plan – another level of service measure. This considers equity of access. A gap in the existing level of service provision for open space (using a 500 metre direct line from the centre of neighbourhood reserves in Richmond) is evident in the vicinity of Roeske Street, Richmond (within RIDA). Consultation with the Ministry of Education, however, indicated that the playing fields at both Waimea Intermediate and Secondary School are available and encouraged to be used by the Waimea Community for recreational use. If the open space provided by these schools is included, then this level of service provision for open space in Richmond is met.

Major projects proposed in the draft LTP for the Richmond Settlement Area in the 2018 – 2028 period include the ongoing development of parks and reserves walkways/cycleways, including the Estuary walkway. New reserves and walkway connections will be identified as subdivisions occur. Further developments are planned for the Saxton Field complex within the 2018 – 2028 period including further development of new playing fields, walkways, car parks and roads, and renewal of an existing hockey turf and the athletics track.

Staff acknowledge that intensification will increase demand for community services including play space for children and Council will continue to review the appropriateness of the existing LOS measures and whether or not it is continuing to meet them. If a shortfall is identified in the future, Council will need to identify where and how we can address this in future LTPs.

3.5 Wastewater and Water Supply

Submitter 4147 notes generally that higher density housing within an existing area also carries with it the need for improved amenities, including improved sewerage, reticulated water flow and sewage disposal and that these are not insignificant costs for the developers or TDC to find. He asks that Council considers the need for such improved amenities.

The initial criteria evaluation for intensification undertaken in 2014 and then updated in 2017 found that water supply scored well within RIDA and water supply was given a high importance weighting in the analysis. This continued to be the case in 2017, so water supply infrastructure in this area is sufficient to cater for the proposed intensification envisaged.

Although investment in water supply reticulation is not needed for this Plan Change, upgrades have recently been completed in Herbert, Darcy, Florence and Elizabeth streets and Fauchelle Ave. These projects will provide improved water distribution within this area of RIDA.

In addition, the linking of a watermain between Stratford Street and McGlashen Ave is currently at design stage. This project will further improve water distribution and network resilience to areas within RIDA. This project is scheduled to be completed by July 2019.

Council's draft LTP 2018-2028 also proposes a number of water supply projects that are proposed for Richmond during 2018-28. Those that will enhance water distribution and network resilience to areas within RIDA include:

- Richmond Salisbury Road pipeline upgrade 2020 onwards
- Oxford Street main renewal 2021 onwards
- Church Street mains renewal 2021 onwards
- Gladstone Road main renewal (Queen St – Bateup Road) 2024 onwards
- Richmond South low level trunk main (new trunk main from Richmond water treatment plant to low level reservoir) 2018 onwards
- Edwards Street pipe renewal 2025 onwards
- Roeske Street upgrade 2025 onwards
- George Street renewal 2025 onwards
- Wilkes Street upgrades 2025 onwards

The initial criteria evaluation for intensification undertaken in 2014 and then updated in 2017 found that wastewater supply scored moderately well within RIDA and wastewater supply was given a high importance weighting in the analysis. This continued to be the case in 2017, so wastewater supply infrastructure in this area is sufficient to cater for the proposed intensification envisaged.

There are no plans for additional wastewater reticulation within RIDA arising from growth in the draft LTP 2018-2028.

There are no direct issues with wastewater overflows and no known issues with capacity within RIDA for the expected levels of intensification/development for the next 10-20 years. Council will monitor how development actually rolls out over that time to ensure this remains the case.

Downstream of the RIDA wastewater network, there is a "wet weather" issue with capacity at Beach Road during severe storms, which is primarily driven by stormwater inflow and infiltration into the wider wastewater network. This area eventually drains to this site, as does all of Richmond, Brightwater and Wakefield (including all developments in these areas). Engineering is undertaking an inflow and infiltration programme to reduce this problem, and expects it to be under control in the next few years. The bulk of this issue is not a consequence of new development as it is largely an existing problem. Never-the-less, engineering staff intend to control wastewater from new connections/developments during storms to ensure it doesn't worsen the problem by holding wastewater discharges from new connections during storms until capacity is free in the downstream network. This can be achieved by the installation of pressure sewer pumps and chambers in new developments.

In addition, the Nelson Regional Sewerage Business Unit, which manages Council's wastewater infrastructure, has a project to build a new trunk main to Bell's Island that will relieve the pressure on the beach road pump station, thus helping address the problem also. This project is planned for years 2019 onwards.

4.0 Options

The options available for addressing submission requests and addressing any other key matters are as follows:

4.1 Option 1

Retain the 'as notified' reduced on-site car parking standard within RIDA for intensive housing, or amend it, so that it is the same as for standard residential density, or amend with a further minimum car parking option.

4.2 Option 2

Note further actions outside of PC66 that may provide the relief requested in future on public and private transport proposals, through other Council processes, or undertake no further action.

4.3 Option 3

Extend the boundary of RIDA to enable intensification further from the town centre, or leave the boundary of RIDA as notified around the town centre.

4.4 Option 4

Amend noise permitted condition for RIDA so that it differs from the Residential zone, or retain the residential zone operative noise permitted condition as applicable for RIDA.

4.5 Option 5

Retain reference to 'groundwater recharge' preservation or replace with 'infiltration of stormwater to ground' in Principal Reasons for Rules.

4.6 Option 6

Retain or remove reference to "secondary" flow path protection in Principal Reasons for Rules and replace with "specified" flow path protection.

4.7 Option 7

Amend rules so that they require stormwater detention structures to be maintained in effective operational order at all times, or retain rule as notified, exempting detention structures from this requirement.

4.8 Option 8

Note further actions outside of PC66 that may provide the relief requested in future on public open space proposals for RIDA, through other Council processes, or undertake no further action.

4.9 Option 9

Note further actions outside of PC66 that may further improve wastewater and water reticulation in RIDA through other Council processes, or undertake no further action.

5.0 Preferred Options

Staff have carefully considered all submission requests, the issues they raise and options for addressing them. Staff's preferred options are set out below.

5.1 Preferred Option 1

Retain the reduced on-site minimum car parking standard within RIDA as notified, for intensive housing.

5.2 Preferred Option 2

Note further actions outside of PC66 that may provide the relief requested in future on public and private transport proposals, through other Council processes.

5.3 Preferred Option 3

Retain the boundary of RIDA as notified.

5.4 Preferred Option 4

Retain the operative permitted condition for noise limits in the Residential zone unchanged and applicable for RIDA.

5.5 Preferred Option 5

Remove references to 'groundwater recharge' and replace with 'infiltration of stormwater to ground.'

5.6 Preferred Option 6

Remove reference to "secondary" flow path protection in Principal Reasons for Rules and replace with "specified" flow path protection.

5.7 Preferred Option 7

Retain proposed permitted stormwater rule as notified, except for amending a condition so that stormwater detention structures are required to be maintained in effective operational order at all times.

5.8 Preferred Option 8

Note further actions outside of PC66 that may provide the relief requested in future on Reserves and Facilities proposals, through other Council processes.

5.9 Preferred Option 9

Note further actions outside of PC66 that may further improve wastewater and water reticulation in the future in RIDA through other Council processes.

B. Staff Recommendations

Following staff's preferred options, it gives rise to the following specific recommendations:

1. Retain Figure 16.2C as notified with a reduced minimum on-site car parking provision for RIDA.
2. Note further actions outside of PC66 that may provide the relief requested in future on public and private transport proposals, through other Council processes.
3. Retain the boundary of RIDA as notified.
4. Retain operative permitted condition 17.1.2.1 (m) on noise limits in the Residential zone, as applicable for RIDA.
5. Remove definition for "groundwater recharge" in chapter 2, 2.2 (Defined Words) and remove reference to "groundwater recharge preservation" in Principal Reasons for Rules 17.1.20 (last paragraph) and replace with "infiltration of stormwater to ground".
6. Remove reference to "secondary" flow path protection in Principal Reasons for Rules 17.1.20 (last paragraph) and replace with "specified" flow path protection.
7. Retain proposed permitted stormwater rule 36.4.2.1A "Permitted Activities (Discharge or Diversion of Stormwater or Drainage Water — Specific Location: Richmond Intensive Development Area)," except for amending condition (f) so that stormwater detention structures also are required to be maintained in effective operational order at all times.
8. Note further actions outside of PC66 that may either provide the relief requested, or further improve specific services in RIDA through other Council processes – including for public and private transport, reserves and facilities, wastewater and water reticulation investment.
9. Submissions 1503.2, 4142.3, 4146.5, 4147.3, 4150.3 and 4152.3 are recommended as being out of scope as they are either beyond the scope of the Plan Change or are concerning unchanged text that has simply been relocated. (See discussion in above sections of this report for reasoning.)

C. Reasons

1. The rationale for reduced on-site car parking has been extensively considered and reconsidered. These include reducing building costs associated with providing car parking; keeping site coverage lower so that a development on the new proposed 200 sqm section in RIDA is possible; the expected reduction in car use in the future due to technological advances; smaller household sizes; increased use of e bikes, scooters and cycles generally; and the proposed increase in bus services in Richmond. The draft Richmond town centre parking strategy is looking at parking issues within the town centre and in streets around it and proposes time restricted parking for visitors in such streets.

Analysis has shown that within RIDA there is sufficient on street parking for each dwelling to park one vehicle on street and almost three quarters of the dwellings to park two vehicles on street (outside of business hours in streets near the CBD). This includes existing dwellings as at January 2017 and dwellings forecast through intensification.

2. The boundary of RIDA has been determined as a result of multi criteria analysis (see section 32 evaluation at <http://www.tasman.govt.nz/policy/plans/tasman-resource-management-plan/plan-change-projects/proposed-changes-and-variations/proposed-change-66-richmond-housing-choice/> Different parts of RIDA scored either highly or moderately according to different criteria under this analysis. Proposals to allow intensification Richmond wide or District wide have potential significant servicing costs. The unknown capability of infrastructure, including public transport, but particularly for stormwater for intensification beyond RIDA is critical. The draft LTP 2018-2028 proposes further public transport investment for Richmond beyond the town centre but this is currently only at design stage.
3. Given these unknown infrastructure constraints beyond RIDA, intensification in outer areas is not currently proposed, although the TRMP currently enables a form of medium density in Richmond's development areas - compact housing. With known primary stormwater capacity constraints in Richmond, significantly more verification would be required of flowpaths in order to establish the impact of wider intensification. Realistically such modelling needs to be staged and prioritised due to the scale of work and cost.
4. With the rate of intensification envisaged in RIDA, the operative permitted condition for noise limits in the Residential zone is sufficient to control noise.
5. The change of terms from "groundwater recharge preservation" to "infiltration of stormwater to ground" is technically more appropriate, as the issue is not about aquifer recharge for water resource reasons, but rather simply about moving surface water into the ground when the ground is less than fully saturated.
6. With redrafting, all flow paths are captured in the reasoning for rules rather than just secondary flowpaths, as flowpaths that are not secondary but perhaps tertiary are equally important in preventing flooding.
7. Stormwater detention structures should be required to be maintained so that they work efficiently and stormwater is detained and released gradually.
8. Some relief requests or general observations in relation to Reserves and Facilities, wastewater, water, and public and private transport are outside the scope of the TRMP and hence this Plan Change. Further actions should be noted for other Council processes, such as the LTP, to improve such services for RIDA.

D. Plan Amendments

Topic : 2.2

Delete the definition of 'groundwater recharge' in the defined words section.

Topic : 17.1.20

Amend the second sentence of the last paragraph of Reasons for Rules by replacing the words "groundwater recharge preservation" with the words "infiltration of stormwater to ground" and replace the word "secondary" with the word "specified".

Topic : 36.4.2.1A

Amend condition 36.4.2.1A (f) by adding the words "detention and" after the word "including".

F. Submission Recommendations

C66.1503.2	National Council of Women of NZ (Inc.)	Disallow
C66.2799.7	Tasman District Council staff	Allow
C66.2799.8	Tasman District Council staff	Allow
C66.2799.9	Tasman District Council staff	Allow
C66.4141.1	Burt, Ronald P & Shirley A	Disallow
C66.4142.3	Castle, Bridget	Disallow
C66.4145.1	Gibson, Graeme & Ronnie	Disallow
C66.4146.5	Nelson Tasman Housing Trust	Disallow
C66.4146.6	Nelson Tasman Housing Trust	Disallow
C66.4147.3	Palmer, John	Disallow
C66.4147.4	Palmer, John	Disallow

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C66.4150.2	Butler, Lynnette	Disallow
C66.4150.3	Butler, Lynnette	Disallow
C66.4151.2	McNicoll, Karen	Disallow
C66.4152.2	Butler, Edward	Disallow
C66.4152.3	Butler, Edward	Disallow

Vehicles available for private use in Richmond for the last census (2013)

	Richmond East			Richmond West			Richmond East & West combined		
	Age 65 and over	All ages	Per household in private dwellings	Age 65 and over	All ages	Per household in private dwellings	Age 65 and over	All ages	Per household in private dwellings
No motor vehicle	72	201	132	111	198	156	183	399	288
One motor vehicle	471	1,770	831	651	1,830	972	1122	3,600	1,803
Two motor vehicles	327	2,253	858	438	2,619	927	765	4,872	1785
Three or more motor vehicles	108	1,224	366	120	1,308	402	228	2, 532	768

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TRMP Permitted Condition 17.1.2.1 (m)

	Day	Night
Leq	55dBA	40dBA
Lmax		70dBA
N.B. Day = 7.00am to 9.00pm Monday to Friday inclusive and 7.00am to 6.00pm Saturday (but excluding public holidays) Night = all other times plus public holidays		

Table 14: Levels of Service and Performance Measures

Levels of Service	Performance Measure	Current Performance	Future Performance Targets			
			Year 1	Year 2	Year 3	Year 10
			2018/19	2019/20	2020/21	2028/29
An interconnected open space network and recreation facilities that provide a range of leisure opportunities and meet the needs of users and the community.	At least 85% of respondents rate their satisfaction with recreational facilities (which include playing fields and neighbourhood reserves) as "fairly satisfied" or better in the annual residents' surveys.	<p>Achieved</p> <p>89% of residents and 86% of users were satisfied or very satisfied with our recreational facilities in 2017. 7% of residents and 7% of users were not very satisfied in 2017. These results compare to 92% of residents and 94% of users satisfied or very satisfied in 2015. 5% of residents and 4% of users were not very satisfied in 2015.</p> <p>The results tend to indicate that we are providing the recreational amenities that our residents require.</p>	85% of Tasman residents are fairly or very satisfied with the District's recreational facilities	85% of Tasman residents are fairly or very satisfied with the District's recreational facilities	85% of Tasman residents are fairly or very satisfied with the District's recreational facilities	85% of Tasman residents are fairly or very satisfied with the District's recreational facilities
An interconnected open space network and recreation facilities that provide a range of leisure opportunities and meet the needs of users and the community.	At least 85% of properties zoned Residential are located within 600 meters of open space.	85%	85%	85%	85%	85%

Levels of Service	Performance Measure	Current Performance	Future Performance Targets			
			Year 1	Year 2	Year 3	Year 10
			2018/19	2019/20	2020/21	2028/29
An interconnected open space network and recreation facilities that provide a range of leisure opportunities and meet the needs of users and the community.	The total area of park land provided by Council exceeds the minimum of 4 ha per 1000 residents required by the Tasman Resource Management Plan.	The area of park land per 1000 residents in 2016/2017 is 16.8 ha. This is the same as in 2015/2016 and above the industry average of 15.9 hectares per 1000 residents. Our target in 2016/2017 was 16.5 ha per 1000 residents and in 2015/2016 was 17 ha per 1000 residents.	16.7 ha per 1000 residents	16.6 ha per 1000 residents	16.5 ha per 1000 residents	16.0 ha per 1000 residents
An interconnected open space network and recreation facilities that provide a range of leisure opportunities and meet the needs of users and the community.	Overall customer satisfaction with the facilities in parks and reserves exceeds 85%, as measured by the triennial survey of visitors to parks and reserves.	In 2017, overall satisfaction with parks and reserves was 94.1%. Satisfaction was highest with cleanliness, security and grass maintenance, and lowest with toilets, signs and seats and tables.	Not measured	Not measured	>85% overall satisfaction with Tasman's parks and reserves	>85% overall satisfaction with Tasman's parks and reserves (measured in years 2023 and 2027)
An interconnected open space network and recreation facilities that provide a range of leisure opportunities and meet the needs of users and the community.	At least 85% of parks and reserves service standards are met each year (based on exception reporting). The value is obtained through an independent auditor, who conducts a bi-monthly, routine maintenance inspection of a sample of assets.	The 2017 measure of combined wards is 98%.	85%	85%	85%	85%

625 Change 66: Heritage Buildings, Protected Trees and Cultural Heritage**Evaluation Overview**

This report responds to three submitters who referred to effects on heritage buildings, protected trees and cultural heritage arising from residential intensification in Richmond, proposed in Plan Change 66 (PC66).

PC 66 proposes that heritage assets are protected from potential adverse effects from subdivision and intensive development in the Richmond Intensive Development Area (RIDA) in the same manner as other development in other urban locations.

There are:

- five historic places, all category 2, within the proposed RIDA;
- two Council listed buildings; and
- no known cultural heritage sites.

The issues raised in submissions all concern sufficient controls being in place in the Tasman Resource Management Plan (TRMP) to protect heritage assets from the effects of subdivision and development. The submissions are on the policies and rules concerning residential subdivision and development, proposed to be amended by PC66.

No further submissions were received.

In the Heritage New Zealand submission, there are a number of points that staff recommend to the hearings panel to be out of scope. An assessment of these points is provided in 1.0 below.

As a result of the submissions, a number of changes to PC66 are recommended and are set out below.

Submissions Dealt with in this Report

C66.849.1	Heritage New Zealand	6.0	Add new key locational and urban form issue: “(l) The effect of urban development and expansion on historic and cultural heritage.”
C66.849.2	Heritage New Zealand	6.1.3.1	Amend policy 6.1.3.1(i) by adding to the end: “and on historic heritage values”.
C66.849.3	Heritage New Zealand	6.1.3.1	Add new item to policy 6.1.3.1: “(l) locating and designing subdivision and development to facilitate the avoidance of cultural heritage sites where appropriate.”
C66.849.4	Heritage New Zealand	16.3.3.1	Amend condition 16.3.3.1(ma) by replacing it with: “Where the land being subdivided contains a cultural heritage site, all ancillary earthworks to the subdivision must avoid any modification or destruction of recorded archaeological sites and areas where there is reasonable cause to suspect the presence of unrecorded archaeological sites, except as authorised through an archaeological authority obtained under the Heritage New Zealand Pouhere Taonga Act 2014 or where an assessment prepared under 19.2.2.41(b) advises that an archaeological authority is not required.” NOTE: This submission is considered to be beyond the scope of the plan change.
C66.849.5	Heritage New Zealand	16.3	Amend conditions 16.3.4.1(zd), 16.3.5.1(p), 16.3.6.1(n), 16.3.7.1(k) and 16.3.8.1(k) by replacing with: “Where the land being subdivided contains a cultural heritage site, all ancillary earthworks to the subdivision must avoid any modification or destruction of recorded archaeological sites and areas where there is reasonable cause to suspect the presence of unrecorded archaeological sites, except as authorised through an archaeological authority obtained under the Heritage New Zealand Pouhere Taonga Act 2014 or where an assessment prepared under 19.2.2.41(b) advises that an archaeological authority is not required.” NOTE: This submission is considered to be beyond the scope of the plan change.
C66.849.6	Heritage New Zealand	16.3.3.1	Amend the beginning of condition 16.3.3.1(mb), by replacing “Where the listed cultural heritage site is a wahi tapu site” with

“Where the land being subdivided contains a cultural heritage site identified as a wāhi tapu site”.

NOTE: This submission is considered to be beyond the scope of the plan change.

C66.849.7	Heritage New Zealand	16.3	<p>Amend the beginning of conditions 16.3.4.1(ze), 16.3.5.1(q), 16.3.6.1(o), 16.3.7.1(l) and 16.3.8.1(l) by replacing “Where the listed cultural heritage site is a wahi tapu site” with “Where the land being subdivided contains a cultural heritage site identified as a wāhi tapu site”.</p> <p>NOTE: This submission is considered to be beyond the scope of the plan change.</p>
C66.849.8	Heritage New Zealand	16.3.3.1	<p>Amend note (3) of condition 16.3.3.1(mb) by replacing: “If any cultural heritage site is exposed during site works then all site works must cease immediately. The areas must be immediately secured in a way that any artefacts or remains are untouched. Manawhenua Iwi, Heritage New Zealand Pouhere Taonga, Department of Conservation, and Tasman District Council must be notified, and the Police in the case of human remains, that an archaeological site has been exposed, so that appropriate action can be taken. This includes such persons being given reasonable time to record and recover archaeological features discovered before work may recommence on the site” with:</p> <p>“Appendix X sets out archaeological requirements under the Heritage New Zealand Pouhere Taonga Act 2014. It covers:</p> <ul style="list-style-type: none"> - the definition of an archaeological site; - how to identify recorded archaeological sites and areas where recorded sites can be suspected; - and an accidental discovery protocol for use where an archaeological authority is not required.” <p>NOTE: This submission is considered to be beyond the scope of the plan change.</p>
C66.849.9	Heritage New Zealand	16.3	<p>Amend note (3) of conditions 16.3.4.1(ze), 16.3.5.1(q), 16.3.6.1(o), 16.3.7.1(l) and 16.3.8.1(l) by replacing: “If any cultural heritage site is exposed during site works then all site works must cease immediately. The areas must be immediately secured in a way that any artefacts or remains are untouched. Manawhenua Iwi, Heritage New Zealand Pouhere Taonga, Department of Conservation, and Tasman District Council must be notified, and the Police in the case of human remains, that an archaeological site has been exposed, so that appropriate action can be taken. This includes such persons being given reasonable time to record and recover archaeological features discovered before work may recommence on the site” with:</p> <p>“Appendix X sets out archaeological requirements under the Heritage New Zealand Pouhere Taonga Act 2014. It covers:</p> <ul style="list-style-type: none"> - the definition of an archaeological site; - how to identify recorded archaeological sites and areas where recorded sites can be suspected; - and an accidental discovery protocol for use where an archaeological authority is not required.” <p>NOTE: This submission is considered to be beyond the scope of the plan change.</p>
C66.849.10	Heritage New Zealand	16.3.3.1	<p>Amend matter of control 16.3.3.1(17) by removing the word “listed” so it reads:</p> <p>“Where there is a cultural heritage site present on any part of the land being subdivided...”</p> <p>NOTE: This submission is considered to be beyond the scope of the plan change.</p>
C66.849.11	Heritage New Zealand	16.3	<p>Amend Matters of control 16.3.4.1(23), 16.3.5.1(17), 16.3.6.1(16), 16.3.7.1(14), and 16.3.8.1(17) by removing the word “listed” so it reads:</p> <p>“Where there is a cultural heritage site present on any part of the land being subdivided...”</p> <p>NOTE: This submission is considered to be beyond the scope of</p>

the plan change.

C66.849.12	Heritage New Zealand	16.3.3.1A	Retain condition 16.3.3.1A(d) as notified.
C66.849.13	Heritage New Zealand	16.3.3.1A	Retain matter 16.3.3.1A(13) as notified.
C66.849.14	Heritage New Zealand	16.3.3.1	<p>Replicate matter of control 16.3.3.1A (13) as a matter of control for standard residential density by adding a new matter of control 16.3.3.1 (21):</p> <p>Archaeological or Heritage Sites</p> <p>(21) In relation to land, including a heritage site or item referred to in Schedules 16.13A, 18.1A or 16.13C, and a protected tree referred to in Schedule 16.13B:</p> <p>(a) whether the proposed subdivision would have an adverse or beneficial effect on the integrity or heritage and protected tree value of the site or item, and the extent of that effect;</p> <p>(b) the extent to which land integral to the significance of an archaeological site or site of significance to Māori would be separated from that site;</p> <p>(c) the provisions of any relevant management plan.</p>
C66.849.15	Heritage New Zealand	16.3.3.2	<p>Amend matter of discretion 16.3.3.2(1) by removing the word "listed" so it reads:</p> <p>"Where there is a cultural heritage site present on any part of the land being subdivided..."</p> <p>NOTE: This submission is considered to be beyond the scope of the plan change.</p>
C66.849.16	Heritage New Zealand	16.3	<p>Amend matters of discretion 16.3.4.3(1), 16.3.5.3(1), 16.3.6.3(1), 16.3.7.3(1) and 16.3.8.2(1) by removing the word "listed" so it reads:</p> <p>"Where there is a cultural heritage site present on any part of the land being subdivided..."</p> <p>NOTE: This submission is considered to be beyond the scope of the plan change.</p>
C66.849.17	Heritage New Zealand	19.2.2.41	<p>Amend 19.2.2.41(b) (i) and (iv) to:</p> <p>"(i) the location and extent of any cultural heritage sites and areas where there is reasonable cause to suspect the presence of unrecorded archaeological sites, using a hand-held GPS or similar device to locate the site or area accurately;"</p> <p>"(iv) any recommended actions to avoid the potential for the modification, damage or destruction of any identified cultural heritage site or area where there is reasonable cause to suspect the presence of unrecorded archaeological sites in terms of its archaeological values;"</p>
C66.2799.10	Tasman District Council staff	16.3.3.1A	<p>Insert "protected trees" in the sub-heading of condition 16.3.3.1A(d) so it reads:</p> <p>"Services, Existing Buildings, Heritage Site or Item Present, Protected Trees, Cultural Heritage Sites, Stormwater and Transport".</p>
C66.2799.11	Tasman District Council staff	16.3.3.1A	<p>Break down 16.3.3.1A matter (13) so that matter (13) refers to archaeological or heritage sites and new matter (13A) refers to protected trees and reword so it reads:</p> <p>"Archaeological or Heritage Sites</p> <p>(13) In relation to land, including a heritage site or item referred to in Schedules 16.13A, 16.13C or 18.1A:</p> <p>(a) whether the proposed subdivision would have an adverse or beneficial effect on the integrity or heritage value of the site or item and the extent of that effect;</p> <p>(b) the extent to which land integral to the significance of an archaeological site or site of significance to Māori would be separated from that site;</p> <p>(c) the provisions of any relevant management plan.</p> <p>Protected Trees</p> <p>(13A) In relation to a protected tree referred to in Schedule 16.13B:</p>

- (a) whether the proposed subdivision would have an adverse or beneficial effect on the protected tree and the extent of that effect;
- (b) the provisions of any relevant management plan.”

C66.4138.1	Batt, Roger	C66 GEN	<p>Ensure that for any new building that might be proposed immediately adjacent to a heritage building the following criteria are met:</p> <ul style="list-style-type: none"> (a) the new building does not obscure the heritage building from the street; (b) a special application be made to council; (c) any proposed section size reduction takes into consideration colour, size, height, design and siting of the new building so as not to detract from the heritage building; (d) setback from boundaries is increased, where necessary.
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Evaluation and Recommendations 625.1

A. Evaluation

1.0 Introduction

The evaluation of issues below considers both key matters for consideration and matters raised by submitters, as well as any other relevant matters.

Submitters in relation to heritage buildings, protected trees and cultural heritage effects sought specific relief. The relief sought includes:

- the addition of a new key locational and urban form issue in Chapter 6.0 of the TRMP (Urban Environment Effects) that protects cultural and historic heritage from subdivision and development;
- the addition of policies to Chapter 6.0 to protect historic heritage and cultural heritage from subdivision and development;
- that intensive subdivision in RIDA be subject to the same heritage controls as standard density subdivision in Richmond;
- replication of the proposed matter of control for subdivision in RIDA concerning archaeological or heritage sites for standard density subdivision;
- an addition to the information requirements for resource consent applications so that a cultural heritage site assessment is undertaken for unrecorded archaeological sites that can be reasonably suspected, as well as such known sites;
- amendments to proposed Plan Change text concerning protected trees, archaeological and heritage sites so that it is clearer; and
- specification of criteria for development immediately adjacent to a heritage building in RIDA, so that the heritage asset is protected.

In the Heritage New Zealand submission, there are a number of points that staff recommend to the hearings panel to be out of scope. This is because they either relate to operative provisions that were purely relocated within the chapters (and not changed), to improve the structure of the Residential zone provisions (submission points 849.4, 849.6, 849.8, 849.10), or because they are actually beyond the scope of the proposed plan change (submission points 849.5, 849.7, 849.9, 849.11, 849.15, 849.16). For example submissions are made on the subdivision rules chapter on business and industrial zones, rural and coastal zones, in relation to cultural heritage, which are zones that traverse the whole district and not solely RIDA. The focus of this Plan Change is not heritage issues and hence the s.32 evaluation did not assess this in any depth. The initial criteria based evaluation undertaken at the outset of this plan change, however, comprised a criterion on amenity of each character area within Richmond, which included heritage value and whether any protected trees exist. All areas proposed within RIDA scored either well or moderately well in relation to this criterion.

All Heritage New Zealand’s submission points were summarised in any case, in the submission summary that was notified in December 2017. However, the submissions recommended as being out of scope are not considered any further in this staff report.

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2.0 Affected Plan Provisions

PC66 proposes the following relevant amendments as notified:

2.1 Chapter 6: Urban Environment Effects

6.0 - Introductory issues (location and urban form)

6.1.3.1 - Policies (sustainable urban design and environment)

6.1.3.1A - (medium density housing developments achieving high standard of amenity)

2.2 Chapter 16: Subdivision

16.3.3.1 (m) - Controlled Subdivision (Residential Zone – Standard Density Development) in order that the heritage site or item condition applies to RIDA.

16.3.3.1A (d) – Controlled Subdivision (Residential Zone – Specific Location: Richmond Intensive Development Area) in order that the protections afforded to a heritage site or item or cultural heritage site from standard density subdivision also apply as a condition for intensive subdivision in RIDA.

16.3.3.1A (13) - Controlled Subdivision (Residential Zone – Specific Location: Richmond Intensive Development Area) so that proposed subdivision is assessed against criteria aimed at protecting a heritage site, item, protected tree or archaeological site.

16.3.3.2B (a) - Restricted Discretionary Subdivision (Residential Zone – Specific Location: Richmond Intensive Development Area) in order that the heritage site or item condition applies to RIDA.

16.3.3.2B (1) - Restricted Discretionary Subdivision (Residential Zone – Specific Location: Richmond intensive Development Area) so that proposed subdivision is assessed against criteria aimed at protecting a heritage site, item, protected tree or archaeological site.

16.3.3.4 (1) and (2) - Discretionary Subdivision (Residential Zone) so that the above conditions in 16.3.3.1A, 16.3.3.2 and 16.3.3.2B apply to Discretionary subdivision in RIDA.

16.3.3.7 - Non-Complying Subdivision (Residential Zone) so that subdivision in RIDA that does not comply with rule 16.3.3.4 is a non-complying activity.

2.3 Chapter 19: Information Required with Resource Consent Applications

19.2.1.5(c) - Information required for land use consent applications.

19.2.2.7A - Information required for subdivision consent applications.

2.4 Unchanged Text but Proposed to be relocated within a Chapter as Notified

16.3.3.1 (ma) and (mb) and notes - Controlled Subdivision (Residential Zone – Standard Density Development) conditions on cultural heritage sites.

16.3.3.1 (17) – Controlled Subdivision (Residential Zone – Standard Density Development) matter on cultural heritage.

3.0 Issues

Issues raised by submitters are considered under the following broad categories:

- Submissions on issues and policies
- Submissions on rules
- Submissions on information requirements for resource consent applications

3.1 Submissions on Issues and Policy

Chapter 6 Urban Environment Effects – Introduction - Issues

The relevant issues in 6.0 of the TRMP relate to location and urban form in the urban environment effects context. PC66 as notified proposes to add an additional issue to the list concerning diversity and choice of housing. The Heritage New Zealand submission proposes to add a further issue: "(l) the effect of urban development and expansion on historic and cultural heritage".

Policy 6.1.3.1

The relevant policy is 6.1.3.1 (sustainable urban design and development). PC66 (as notified) proposes to amend parts of this policy to introduce the concept of more intensive residential development and a choice of housing types. The Heritage New Zealand submission proposes to additionally amend the policy to incorporate the consideration of effects on historic heritage values when encouraging sustainable urban design. The submission also proposes to add a further

criterion: "(l) locating and designing subdivision and development to facilitate the avoidance of cultural heritage sites where appropriate". It is unclear why this new criterion should only apply to cultural heritage and not to historic heritage and protected trees also.

Submitter 4138 proposes a criteria based policy for the Plan Change to ensure that where any new building is proposed immediately adjacent to a heritage building, the heritage value is protected, both in terms of views of it, its setting and design context.

The Plan Change (as notified) proposes for controlled subdivision in RIDA, a condition 16.3.3.1A(d) that if the land proposed to be subdivided includes a heritage site, item, cultural heritage site or protected tree, subdivision cannot be a Controlled activity status. Controlled activity status is considered inappropriate because applications must be approved, subject to conditions – see Appendix 1 of staff evaluation report 623 for full explanation of activity statuses. However, in the case of a cultural heritage site, if the necessary approvals have been obtained from Heritage New Zealand or iwi, then the same condition states it may be considered under controlled status.

Under the proposed Plan Change, if subdivision defaulted to a Restricted Discretionary activity status in RIDA, the same condition applies at 16.3.3.2B(a). That means such a proposal cannot be Restricted Discretionary either. It therefore defaults to Discretionary activity status where there is open discretion of a large number of conditions when determining resource consent applications and there is little certainty for the applicant.

Should the site not actually contain a heritage site, item, cultural heritage site or protected tree but such an asset is nearby, proposed condition 16.3.3.1A(13) as part of this Plan Change (Controlled Subdivision – Residential Zone – Richmond Intensive Development Area) effectively takes submitter 4138's concerns into account. It states that in relation to land, including a heritage site or item and a protected tree, a condition considered for subdivision applications will be whether the proposed subdivision would have an adverse effect or beneficial effect on the integrity or heritage or protected tree value of the site or item and the extent of that effect. This condition therefore encapsulates the different types of adverse effects outlined by submitter 4138 as a suggested policy.

3.4 Submissions on Rules

Rule 16.3.3.1A(13) – Subdivision Rules – Archaeological or Heritage Sites

PC66 (as notified) proposes matter 16.3.3.1A(13) to ensure that for intensive controlled subdivision in RIDA, a matter for consideration is the effect of subdivision on heritage sites, items, protected trees and archaeology. The Heritage New Zealand submission supports this rule but also seeks that it is replicated as a matter of control for standard density residential subdivision.

Tasman District Council (TDC) also made a submission on this matter for consideration. TDC's submission further breaks down this matter so that it is clearer and deals with archaeology and heritage separate from protected trees. As notified, the title for matter (13) does not refer to protected trees, so it is easy to miss.

Returning to the Heritage New Zealand submission on operative rule 16.3.3.1, this covers standard density subdivision at controlled activity status. Operative 16.3.3.1(13), a matter for consideration, very briefly covers heritage protection and protected trees, but the matter is explained less fully than in proposed matter 16.3.3.1A(13) for RIDA for heritage assets and protected trees. Heritage New Zealand therefore proposes that matter 16.3.3.1A(13) is replicated for standard density at 16.3.3.1(13). Heritage New Zealand also suggests the rule covers cultural heritage but existing operative matter 16.3.3.1(29) in fact already does that.

While consistency is preferable for heritage rules for all types of residential housing, to amend an operative rule for standard density housing is recommended out of scope for this Plan Change. The Plan Change concerns intensive housing in RIDA. While other amendments have been made to the residential chapter, this involves only relocation of text (for other types of residential development) and one change to compact density rules, which was identified in the explanatory statement. The future District Plan review (part 2) could look at greater consistency throughout the whole chapter.

Rule 16.3.3.1A(d) - Subdivision Rules - Services, Existing Buildings, Heritage Site or Item Present, Cultural Heritage Sites, Stormwater and Transport

The TDC submission proposes that "protected trees" is added to this sub-heading that forms a condition for intensive controlled subdivision, as it is currently omitted, even though the rule addresses protected trees. Heritage New Zealand supports this condition so that subdivision in RIDA is subject to the same heritage controls as subdivision for standard residential development

(submission point 849.12).

3.6 Submissions on Information Requirements for Resource Consent Applications

19.2.2.7A and 19.2.2.41(b) (i) and (iv)

Chapter 19 sets out the information requirements for subdivision and land use consent applications. PC66 (as notified) proposes to amend some of these requirements so that new items are required to accompany applications for subdivision applications in RIDA. This is deemed necessary as the subdivision activity status for such proposals is controlled and the plan change allows for subdivision and land use applications to be submitted separately within RIDA. Therefore, a certain amount of information is necessary at the subdivision stage to enable determination of whether the proposal is acceptable.

The notified changes included the subdivision application requirement for an outline building plan for each new lot, demonstrating how the proposal complies with conditions contained in the residential zone chapter.

The Heritage New Zealand submission proposes to amend 19.2.2.41 so that a cultural heritage site assessment is undertaken for unrecorded archaeological sites that can be reasonably suspected. The operative requirement in 19.2.2.41 is for such assessments for known cultural heritage sites only.

4.0 Options

The options available for addressing submission requests and addressing any other key matters are as follows:

4.1 Option 1

Retain or amend the operative introductory issues in section 6.0 (key locational and urban form issues in the urban environment).

4.2 Option 2

Retain or amend operative policy 6.1.3.1 with additions that cover the effects of subdivision and development on historic heritage values and cultural heritage sites by adding to existing criterion (i) and adding a new criterion (l).

4.3 Option 3

Replicate proposed matter of consideration 16.3.3.1A(13) (archaeological or heritage considerations for controlled subdivision in RIDA) in the standard density controlled subdivision section at 16.3.3.1(13) for consistency, or retain operative rule 16.3.3.1(13) unchanged.

4.4 Option 4

Insert a new criteria based policy or rule in the plan change to ensure that where any new building is proposed immediately adjacent to a heritage building, the heritage value is protected, both in terms of views of it, its setting and design context, or retain the plan change as notified.

4.5 Option 5

Retain as notified or further amend matter 16.3.3.1A (13) – subdivision rules – matter for consideration - archaeological or heritage sites. An amendment would break down this matter so that it is clearer and deals with archaeology and heritage separate from protected trees.

4.6 Option 6

Retain as notified, or amend sub heading for condition 16.3.3.1A(d) – subdivision rules – services, existing buildings, heritage site or item present, cultural heritage sites, stormwater and transport. “Protected trees” could be added to this sub-heading that forms a condition for intensive controlled subdivision, as it is currently omitted and is potentially misleading.

4.7 Option 7

Further amend the operative information requirements for subdivision applications so that a cultural heritage site assessment is undertaken for unrecorded archaeological sites that can be reasonably suspected, as well as such known sites, or retain operative rule.

5.0 Preferred Options

Staff have carefully considered all submission requests, the issues they raise and options for addressing them. Staff's preferred options are set out below.

5.1 Preferred Option 1

Expand the list of key locational and urban form issues for urban environment effects in the introduction to chapter 6 to include a new criterion on consideration of effects on historic and cultural heritage.

5.2 Preferred Option 2

Retain policy criterion 6.1.3.1(i) as notified but add a new criterion (l) on protection of all heritage assets.

5.3 Preferred Option 3

Retain matter of consideration 16.3.3.1A(13) (archaeological or heritage considerations for controlled subdivision in RIDA) in the standard density controlled subdivision section.

5.4 Preferred Option 4

Retain the Plan Change as notified.

5.5 Preferred Option 5

Further break down rule 16.3.3.1A (13) – subdivision rules – matter for consideration - archaeological or heritage sites, so that the matter is clearer in how it relates to archaeology, heritage sites and protected trees.

5.6 Preferred Option 6

Amend the sub heading of condition 16.3.3.1A(d) – subdivision rules – services, existing buildings, heritage site or item present, cultural heritage sites, stormwater and transport, to include “protected trees.”

5.7 Preferred Option 7

Retain rule 19.2.2.41 information required with resource consent applications – cultural heritage site assessments, as currently operative.

B. Staff Recommendations

Following staff's preferred options, it gives rise to the following specific recommendations:

1. Expand the list of key locational and urban form issues for urban environment effects in the introduction to chapter 6. The list will additionally include the effect of urban development and expansion on historic and cultural heritage – new criterion (l).
2. Add a new criterion (l) in policy 6.1.3.1 on protecting all heritage assets from subdivision and development during location and design stages.
3. Retain matter of consideration 16.3.3.1A(13) (archaeological or heritage considerations for controlled subdivision in RIDA) in the standard density controlled subdivision section.
4. There is no requirement to draft a new criteria based policy concerning heritage protection, as the Plan Change already contains rules that will serve the same purpose.
5. Further break down matter 16.3.3.1A(13) – subdivision rules – matter for consideration - archaeological or heritage sites, so that the matter is clearer and deals with archaeology and heritage separate from protected trees.
6. Amend the sub heading of rule 16.3.3.1A(d) – subdivision rules – services, existing buildings, heritage site or item present, cultural heritage sites, stormwater and transport, to include “protected trees”.
7. Retain the operative information requirements for subdivision applications as notified. To amend the requirements for cultural heritage site assessments for unrecorded archaeological sites that can be reasonably suspected, as well as such known sites, is recommended to be out of scope for this Plan Change.
8. Submissions 849.4 to 849.11 and 849.14 to 849.17 are recommended as being out of scope as they are either beyond the scope of the Plan Change or are concerning unchanged text that has simply been relocated. (See discussion in above sections of this report for reasoning.)

C. Reasons

1. Issues and policy – The driving force behind PC66 is to enable housing choice in Richmond to cater for a growing population and changing demographic profile, hence the introduction to chapter 6.0 was amended in the notified Plan Change. In making the list of key locational and urban form issues complete, it is appropriate to add the effect of urban development and expansion on historic and cultural heritage.
2. To complete policy 6.1.3.1, the effects of urban development and expansion on historic and cultural heritage should be included. Policy 6.1.3.1 therefore logically needs to give effect to this issue and relevant objectives as a new criterion (I). Chapter 10 of the TRMP already covers significant natural values and historic heritage in more detail.

Staff recommend it is inappropriate to amend existing criterion (i) of policy 6.1.3.1 on sustainable urban design principles to include historic heritage values, as this criterion addresses cross boundary effects between land uses and is therefore unrelated.

3. Rules – The effect of subdivision on heritage sites, items, protected trees and archaeology should be a matter for consideration for both intensive residential subdivision in RIDA and standard density residential subdivision. There are operative and proposed rules for both, with varying degrees of detail. While the level of detail in such a matter should be consistent between these different residential types, to amend standard residential density rules is recommended beyond the scope of this Plan Change. A change would need to be notified and the section 32 evaluation would need to assess the change.
4. A criteria-based policy concerning heritage protection from subdivision, as suggested by a submitter, is not required. The protection circumstances sought have already been encapsulated as rules within the proposed Plan Change so that protection to all heritage assets, protected trees and cultural heritage sites is afforded with subdivision proposals.
5. The proposed rules need to be clear for the reader so that the reader can quickly ascertain which rules are relevant for the proposal. Breaking down rules can help with this.
6. Sub-headings for the rules need to be complete as to what they concern, so as not to be misleading for the reader.
7. Information requirements for resource applications – to further amend the requirements in relation to cultural heritage site assessment, as requested by Heritage New Zealand in its submission, is recommended to be out of scope for this Plan Change. This is because it would affect any subdivision applications anywhere that potentially involve cultural heritage effects and is not limited to RIDA. Therefore such a change would need to be notified separately and assessed in the section 32 evaluation.

D. Plan Amendments

Topic : 6.0

Expand the list of key locational and urban form issues for urban environment effects in the introduction to chapter 6 by adding issue (I) to section 6.0:

“The effect of urban development and expansion on historic and cultural heritage.”

Topic : 6.1.3.1

Further amend policy 6.1.3.1 by adding a new criterion (I): “enabling protection of heritage sites, items and values, cultural heritage and protected trees.”

Topic : 16.3.3.1A

1. In 16.3.3.1A matter (13), break heritage and archaeological sites and protected trees up so that matter 13 refers to archaeological or heritage sites and new matter (13A) refers to protected trees, rewording as follows:

Archaeological or Heritage Sites

- (13) In relation to land, including a heritage site or item referred to in Schedules 16.13A, 16.13C or 18.1A
- (a) whether the proposed subdivision would have an adverse or beneficial effect on the integrity or heritage value of the site or item and the extent of that effect;
 - (b) the extent to which land integral to the significance of an archaeological site or site of significance to Māori would be separated from that site;
 - (c) the provisions of any relevant management plan.

Protected Trees

(13A) In relation to a protected tree referred to in Schedule 16.13B:

- (a) whether the proposed subdivision would have an adverse or beneficial effect on the protected tree and the extent of that effect;

(b) the provisions of any relevant management plan.

2. Amend the heading of condition 16.3.3.1A (d) 'Services, Existing Buildings, Heritage Site or Item Present, Cultural Heritage Sites, Stormwater and Transport' to include "protected trees."

E. Other Action

In terms of the submissions recommended to be out of scope on heritage, a review that focuses on the topic of heritage and the way it is managed across the district would be a more appropriate vehicle to assess the broader submission requests – possibly in a District Plan Part 2 review.

F. Submission Recommendations

C66.849.1	Heritage New Zealand	Allow
C66.849.2	Heritage New Zealand	Disallow
C66.849.3	Heritage New Zealand	Allow
C66.849.4	Heritage New Zealand	Disallow
C66.849.5	Heritage New Zealand	Disallow
C66.849.6	Heritage New Zealand	Disallow
C66.849.7	Heritage New Zealand	Disallow
C66.849.8	Heritage New Zealand	Disallow
C66.849.9	Heritage New Zealand	Disallow
C66.849.10	Heritage New Zealand	Disallow
C66.849.11	Heritage New Zealand	Disallow
C66.849.12	Heritage New Zealand	Allow
C66.849.13	Heritage New Zealand	Allow
C66.849.14	Heritage New Zealand	Disallow
C66.849.15	Heritage New Zealand	Disallow
C66.849.16	Heritage New Zealand	Disallow
C66.849.17	Heritage New Zealand	Disallow
C66.2799.10	Tasman District Council staff	Allow
C66.2799.11	Tasman District Council staff	Allow
C66.4138.1	Batt, Roger	Allow

626 Change 66: Miscellaneous**Evaluation Overview**

This report responds to six submitters who raised miscellaneous issues in their submissions arising from proposed residential intensification in Richmond in Plan Change 66 (PC66). These include submitters who specified relief and those who made more general submission points.

The range of miscellaneous issues covers affordability of housing, council fees, universal design and protection of rural land for food production.

No further submissions were received on miscellaneous issues.

Submissions Dealt with in this Report

C66.1823.2	Nelson Marlborough District Health Board	C66 GEN	Require housing to cater for accessibility (ease of entering and navigating in and around the home) and adaptability (to cater for changing needs such as experiencing an injury or disability). Include policies and methods that support implementation of universal design principles in housing to ensure housing is accessible and the opportunity to age in place or live independently is provided for.
C66.1823.3	Nelson Marlborough District Health Board	6.1.3.1A	Amend policy 6.1.3.1A to include universal design principles in Council's Urban Design Guide as it is cheaper and less disruptive to incorporate such features into a new build than retrofit the same house later. (TDC's Urban Design Guide currently only discusses accessibility in so far as residents accessing surrounding urban facilities.)
C66.1823.5	Nelson Marlborough District Health Board	6.2.20.1	Insert new method of implementation (h) to provide developers with financial incentives to incorporate universal design features within the smaller brownfield developments the Plan Change is seeking - such as reducing development contributions and reserve financial contributions, structuring policy and rules to reduce uncertainty, reducing costs for building consent processes, and/or allowing an increased building coverage for homes that incorporate universal design standard as done by Thames-Coromandel District Council.
C66.1823.6	Nelson Marlborough District Health Board	C66 GEN	Require housing to incorporate universal design standards within a certain proportion of large multi-unit developments, as in Banyule City Council, Melbourne.
C66.1823.7	Nelson Marlborough District Health Board	6.1.3.1A	Amend 6.1.3.1A by inserting "and functionality" after "high standard of amenity" and adding the following policy method: "(c) promoting and incentivising new residential buildings that incorporate universal design principles in providing for occupants' life stages and changing physical needs."
C66.4140.3	Burt, David	C66 GEN	Reduce Council costs and fees associated with the type of development the Plan Change is proposing.
C66.4145.2	Gibson, Graeme & Ronnie	C66 GEN	Include in the proposal for the zone rule changes, reference to the remission of rates policy as it relates to the changes proposed and review the remission of rates policy to include or provide for impacts of Council initiated "zone rules change".
C66.4146.2	Nelson Tasman Housing Trust	C66 GEN	Amend Plan Change to focus more on its impact on affordability of housing and the potential to provide more social and affordable rental housing alongside owner-occupied speculative building developments.

Evaluation and Recommendations 626.1

A. Evaluation

1.0 Introduction

The evaluation of issues below considers both key matters for consideration and matters raised by submitters, as well as any other relevant matters.

Submitters in raising issues of affordability, universal design and protection of rural land for food production sought both specific relief and made general comments. Specific relief included:

- Including policies requiring universal design principles, including providing developers with financial incentives
- Requiring housing to incorporate universal design standards within a certain proportion of large multi-unit developments
- Including reference in the Plan Change to the remission of rates policy
- Plan change to focus more on its impact on affordability of housing and the potential to provide more social and affordable rental housing alongside owner-occupied speculative building developments.

General submissions on these issues comprised:

- The impact of urban growth on the rural economy
- That Tasman is critical in the national food supply framework and prime fruit and vegetable growing land is being squeezed by rapid growth in towns
- That TDC rates take would at least double for each redeveloped property under this Plan Change
- Lack of affordability of new homes
- NZ needs to keep its food supply secure by retaining easy-to-work, high-quality land for horticulture and agriculture.

2.0 Affected Plan Provisions

PC66 proposes the following relevant amendments as notified:

- Chapter 6.1 - Sustainable urban design and development
- Policy 6.1.3.1A
- 6.2.20.1 - Methods of implementation
- 6.8.30 - Principal reasons and explanation
- 17.1.20 - Principal reasons for rules (page 17/24-25)
- 17.1.3.4CC (2) - Restricted Discretionary Activity – RIDA
- 17.1.3.4DD (3) - Discretionary Activity – RIDA
- Part II Appendix 2 - Urban Design Guide

3.0 Issues

The miscellaneous issues raised by submitters are considered under the following categories: Housing affordability, council fees, universal design and protection of rural land for food production.

3.1 Housing Affordability

Submitter 4146 (Nelson Tasman Housing Trust) seeks that the Plan Change focuses more on its impact on affordability of housing and the potential to provide more social and affordable rental housing alongside owner-occupied speculative building developments. Submitter 4140 notes the “exorbitant land prices” and “covenants on titles to the extreme” making ordinary homes for working class people unobtainable financially.

The rising house prices and lack of affordability in areas experiencing population growth, such as Tasman, is well documented. The most recent report prepared for the new Government, “A stocktake of New Zealand’s housing” by Alan Johnson, Philippa Howden-Chapman and Shamubeel Eaqub (Feb 2018), observes that home ownership rates have fallen to a 60-year low. That said, in 2013, home ownership in Tasman has been amongst the highest proportions nationally with 75% of households owning their home, or being held in a family trust (national average is 63%). The 2018 census will indicate whether such high levels of ownership still exist.

While home ownership in Tasman has been high over the long term, affordability has worsened in recent years. The Massey University aggregate housing affordability index (December 2017) shows that the Nelson-Tasman-Marlborough regional cluster continues to experience affordability

challenges. The index for this quarter shows a 7.3% decline in home affordability in the last 12 months in Nelson/Marlborough. This compares with a 5.1% decline in the last year nationally. Based on this index, the region remains the third least affordable region in the country behind Central Otago Lakes and Auckland. There are other affordability tools available, including the previous Government's housing affordability measure. As at March 2016, the majority of rental households in Nelson and Tasman could not comfortably afford the cost of purchasing a house in the typical first-home price bracket and two-thirds of those households could not comfortably afford typical rents in both districts.

The previous Government's housing supply programme included initiatives to address the supply of land available for residential purposes and a number of Authorities including Tasman signed a Housing Accord with Government. The Housing Accord and Special Housing Areas Act seeks to alleviate housing affordability by increasing supply of housing. There are no specific affordability measures within the Act. The recent report "Stocktake of New Zealand's housing" finds that many of the outcomes that are identified in the report are a consequence of policy and they extend beyond the ability to own a home, to include crowding, quality of rental housing, insufficient subsidy via the accommodation supplement and homelessness. The report finds that "the construction industry and the land development sectors have a major impact on New Zealand's housing landscape, both in terms of their capacity and performance. These sectors have not served the cause of affordable housing well although this poor service can be partly attributed to misguided or indifferent public policy. Such settings have meant that over the past five years house building has not kept pace with population growth." (page 19).

The same report also notes that constraints around planning and resource and building consents have been blamed for the lack of housing supply and that there is probably some justification for this. However bigger existing and future constraints are around the funding and provision of urban infrastructure to support new house building and it is by no means clear that local councils and their ratepayers can continue to borrow to fund these assets (page 4).

Providing affordable housing is therefore complicated with a number of interrelated factors influencing such provision. Unlike in some other countries, there is no legislation here requiring affordable housing to be provided. In New Zealand it is simply left to market forces and has not resulted in significant provision. Under current Government guidance and legislation this Plan Change therefore did not attempt to require an affordable housing contribution for example, but its objective is to increase housing choice in Richmond. It is hoped that by reducing minimum section sizes, reducing car parking requirements and increasing building coverage in locations with good proximity to the town centre that it will enable the building of smaller, denser dwellings that are more affordable in Richmond.

3.2 Council Fees

Submitter 4140 seeks that council costs and fees associated with the type of development the Plan Change is proposing are reduced. The section 32 evaluation that accompanies the proposed Plan Change <http://www.tasman.govt.nz/policy/plans/tasman-resource-management-plan/plan-change-projects/proposed-changes-and-variations/proposed-change-66-richmond-housing-choice/> examines potential costs throughout. The Plan Change as a whole seeks to reduce cost, uncertainty and risk for parties interested in pursuing such intensive housing developments.

The s.32 report notes at page 38 that planning rules that significantly increase building costs and/or process costs could render intensification commercially infeasible. This consideration extended to design rules on building length. The rules were deliberately proposed as not too prescriptive since it can impose unrealistic building costs on applicants, e.g. requiring a wall recess to have a maximum height that is lower than the adjacent building mass (page 36 of s.32 report). A balance was therefore struck in ensuring an acceptable standard of amenity while providing flexibility and minimising building costs.

In relation to stormwater (page 38 s.32 report) the new proposed permitted stormwater rule also provides greater certainty and less risk and time for applicants, thereby potentially reducing costs. Although some extra costs may be incurred for the applicant if on-site detention of stormwater is required, these costs currently arise anyway when seeking engineers' advice on stormwater discharge in Richmond. This is because of a lack of certainty in the operative rules on stormwater and each application having to be considered on a case-by-case basis.

The Plan Change also seeks to reduce consent application costs by enabling them to be non-notified in certain circumstances – mainly where the proposed rules are complied with. Public notification of Controlled subdivision applications in Richmond Intensive Development Area (RIDA), Restricted Discretionary Activity (RDA) subdivision applications in RIDA and RDA land use applications in RIDA

will be precluded. Limited notification for Controlled subdivision and RDA land use applications in RIDA will also be precluded. Appendix 1 to staff evaluation report 623 provides full details of the different activity statuses.

Another cost reduction for potential applicants in RIDA is provided by subdivision and land use consents that are not required to be submitted together, so as to decrease initial costs to the applicant. A building envelope plan only is required for subdivision applications.

Page 12 of the s.32 report notes that non-Tasman Resource Management Plan (TRMP) incentives proposed for intensification such as a proposal to reduce Development Contributions for smaller, denser dwellings would improve the economic wellbeing of the community if they were applicants. Council's draft Long Term Plan (LTP) 2018-2028, includes this proposal in the form of a draft development and financial contributions policy. Development contributions (DCs) are collected under the Local Government Act 2002 for the three waters (stormwater, wastewater and water supply) and transport infrastructure. Page 7 of the draft DC policy proposes special assessments for DCs in certain circumstances. These may include for small homes where Council is provided information by the applicant that demonstrates that a small home (or homes) will be provided with certainty. Special assessments are guided by the parameters outlined in Table 4. Essentially a home must be less than 110 sqm gross in floor area and 2 bedrooms or less to be able to be considered for special assessment. Discounts of between 25%-50% on DCs may ensue.

Additionally, Council recognises that some developments control the additional stormwater they produce and, consequently, have a reduced impact on Council's network. Where this impact is permanent and won't become redundant as a result of Council works in the future, Council may reduce development contributions for stormwater as outlined in the draft policy (page 8).

During the formulation of the proposed Plan Change, reducing reserve financial contributions (RFC) for intensive developments in RIDA was also considered, as a further incentive additional to reduced DCs. At 5.62% of the value of each new allotment, TDC's RFC rate is lower than a number of other Authorities, including Marlborough, Hutt City, Auckland, Hamilton and Waimakariri, all at 7.5%. It is also comparable with adjoining Nelson City at 5.5%.

In exploring the possibility of reducing RFCs, the s.32 report (page 40) concluded that a tension exists between reducing RFCs and continuing to provide quality amenity space through intensification. Some of the prioritised areas for intensification are already deficient in amenities when assessed against one of the levels of service measures e.g. parks and reserves in the vicinity of Roeske Street, unless the open space provided by Waimea Intermediate and Secondary schools is taken into account. The Ministry of Education has indicated that these playing fields are available. If the open space provided by these schools is included, then this particular level of service provision for open space in Richmond is also met. Other levels of service in relation to Reserves and Facilities in Richmond are currently being met. See staff evaluation report 624 (Infrastructure) for further detail.

These assessments against Level of Service are 2013 census-based and were last updated in 2017. Richmond continues to experience population growth and housing growth, hence a reassessment against 2018 census data, once it becomes available, may show the situation has worsened. This may mean that there will be ongoing pressure to ensure Reserves and Facilities are available to residents.

A reduction is therefore not recommended in RFCs for RIDA as the benefits of charging RFCs are considered to outweigh the cost. If areas of Richmond are to be developed more intensively for housing, it is important that Council can provide the community facilities needed for increased numbers of residents, which include public amenity space. The Plan Change, together with non-TRMP policies therefore has given considerable thought to reducing council fees and other costs for applicants and in providing certainty of process as far as is possible.

Rates

Submitter 4145 proposes that the Plan Change should include reference to the remission of rates policy and that this policy should be reviewed to provide for impacts of Council initiated "zone rule changes" such as PC66. The submitter feels that Council should not benefit from the potential increase of their land value. Submitter 4041 notes generally in his submission that TDC rates take would at least double for each redeveloped property.

In considering the potential for a rise in rates, it is useful to understand the rating system. For Tasman, a property's rates is made up of three components:

- the General Rate - which all properties pay

- the Uniform Annual General Charge - which all properties pay
- Targeted Rates - for funding specific activities

The annual rates requirement for each rate type is determined through Council's Annual Plan or Long Term Plan process. Once the total rates revenue is determined, it is apportioned out to individual properties based on the rating factor the rate is charged on. This may include land value, capital value, per rating unit (property) etc.

Rates vary depending on the location of the property, what services can be accessed and the value of the property. In the case of this Plan Change there would be no change in zoning in any case. Land in RIDA remains residentially zoned, but a new development area (RIDA) is overlaid. Planning rules can affect land value but land value and capital value are only two factors in determining the total rates, as explained above. The existing rates remission policy is therefore not applicable in this instance as no zone change is occurring.

Rates are also reviewed annually, when an annual plan is produced, otherwise three-yearly and there is a separate process for objections to rates.

Council does not determine the value of properties. Valuations are carried out by an independent valuation company and approved by the Office of the Valuer General. If values change, a notice is sent to the landowner and there is an opportunity to object to the valuation.

Separate Council processes and policies exist outside of the TRMP for rating, remission of rates and valuations of property, therefore it is recommended that submission 4145.2 is out of scope for this Plan Change.

3.3 Universal Design

Submitter 1823 (NMDHB) makes a detailed submission requiring housing to cater for accessibility (ease of entering and navigating in and around the home) and adaptability (to cater for changing needs such as experiencing an injury or disability). This is known as universal design. The submitter points to another council in New Zealand, Thames Coromandel, as an example of best practice in allowing for increased building coverage for homes that incorporate universal design standard. Examples are also provided from Australia where large multi-unit developments are required to incorporate universal design standards. The NMDHB suggests amendments to the Plan Change to require consideration of universal design principles in Council's urban design guide and a method of implementation that is to provide developers with financial incentives to incorporate universal design features in developments under PC66.

Staff have explored the Thames Coromandel District Council (TCDC) example of best practice for inclusion of universal design. TCDC offers such incentives (not requirements) for Minor units only – not houses. A minor unit is a building that is accessory to a dwelling on the same site. Lifemark approved minor units are permitted to have 40% site coverage rather than 35% and maximum gross floor area of 60 sqm instead of 50 sqm. There can only be one minor unit on a site.

TCDC has confirmed that the universal design incentive for minor units has been popular and is being taken up regularly. While such practice is commendable, it is not quite the same situation as with PC66. This Plan Change enables houses as well as minor units.

Under existing legislation, e.g. the Building Act, no one has to provide Universal Design in NZ. Lifemark is an accreditation company that provides design specifications for universal design. It has existed for over 10 years in NZ and is the only accreditation of its kind. In Tasman District, Signature Homes has recently become accredited under Lifemark and built 24 Lifemark homes as part of the Oakwoods retirement village extension.

According to Lifemark, there are no extra costs if universal design is incorporated into the initial design, but retrospectively it can be quite costly. However other bodies claim that even if incorporated at the outset, certain elements of universal design could potentially increase the overall footprint of homes and therefore have an impact (albeit small) on the build cost and land requirements, something that this Plan Change is seeking to reduce.

BRANZ is an independent and impartial research, testing and consulting organisation overseeing the building and construction industry to provide better buildings for New Zealanders. Its website has a section on universal design and provides some information on costs. It notes that Standard NZS 4121:2001 'Design for access and mobility: Buildings and associated facilities' and the Lifemark TM specification are used to determine minimum features under universal design.

Based on 2011 research, BRANZ found that for a house of between 150 and 200 sqm the cost of incorporating essential universal design features costs about \$1700 for a new house (compared to \$14,000 if that same house was to be retrofitted.) This was found to comprise less than 0.5% of total build cost usually. In the context of these estimated costs, it is important to remember that building costs have risen significantly in recent years. "A stocktake of New Zealand's housing" (2018), referred to earlier, finds that the average construction cost of an "average house" – rather than apartment – has risen 28% over the past five years and by 180% over the past 20 years (page 24). (An "average house" is defined as around 210 sqm.) It concludes that output costs within the residential construction industry appear to be rising at several times the rate of general inflation.

However, in Tasman District our population is aging. Based on the 2013 census, over 65s are estimated to comprise 20% of the population in 2016, rising to 29% by 2031. We therefore have a population that is growing older and that requires homes to be easy to enter and navigate around and adaptable to cater for changing needs such as experiencing an injury or disability. Universal design requires thought and consideration in initial design. Homes built now will be occupied by people of our region for the next 50-70 years.

This Plan Change is seeking to reduce costs for potential developers and home owners as Tasman District also has a marked affordability problem. This Plan Change already offers a number of financial incentives as outlined above, hence to add any extra build costs would be contrary to these objectives. In relation to Universal design, there is nothing preventing these principles from being applied to intensive housing developments. It is the developer's or homeowner's choice.

Submitter 1823 (NMDHB) also suggests an amendment to the proposed Plan Change such that developers are provided with financial incentives to incorporate universal design, including reducing DCs and reserve financial contributions. This issue has already been addressed to some extent above under 'council fees'. Reduced DC fees in certain situations are being proposed in the draft DC policy, just to encourage more intensive housing. Reduced RFCs were also considered but decided against – see above. The stakeholder group (Richmond Residential Advisory Group) that fed into the Plan Change process indicated that such financial incentives would be needed just to encourage intensive housing proposals. Staff are unable to recommend further financial incentives to encourage universal design at this stage. This is due to lack of assessment in the s.32 evaluation of both the costs of incorporating universal design and the cost of financial incentives for its provision.

3.4 Protection of Rural Land for Food Production

Two submitters Horticulture New Zealand and the National Council of Women raise this issue in their submissions. Horticulture New Zealand (HortNZ) provides a detailed account in its submission of the growing operations in Tasman District, of which there were 202 in 2012 and the wide range of fruits and vegetables grown locally. It concludes that Tasman is critical in the national food supply framework.

HortNZ comments that, nationally, prime fruit and vegetable growing land is being squeezed by rapid growth in towns and cities and high demand for new housing. It is concerned that with continued growth in population, domestic food supply will not be able to sustain our future population consumption needs. The primary issue for HortNZ is the impact of urban sprawl on rural production systems. HortNZ therefore supports the Plan Change.

Similarly the National Council of Women notes that NZ needs to keep the arable land and try and use less productive type of land for housing, so that our food supply is kept secure.

The explanatory statement to the proposed Plan Change (as notified) makes the following comments: "The Richmond Development Study in 2003 identified more compact forms of urban growth as important for the following reasons: ... encroachment onto rural productive land is reduced."

The TRMP has consistently identified the issue highlighted by the submitters as crucial in the planning of the District. Chapter 6 of the TRMP 'Urban Environment Effects' identifies the following as a key locational and urban form issue: 6.0 (b) Urban growth that minimises the loss of the most productive and versatile land in the District.

This issue has been one of the reasons for this Plan Change. Council's growth model still proposes greenfield development as well as brownfield development due to the sustained population growth and demand for housing in Richmond. However, it is hoped that this Plan Change will meet some of that demand and prevent some encroachment onto valuable productive land.

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4.0 Options

The options available for addressing submission requests and addressing any other key matters are as follows:

4.1 Option 1

Amend the Plan Change to also incorporate a requirement for affordable housing in RIDA, or retain as notified.

4.2 Option 2

Amend the Plan Change so that social and affordable rental housing (to be defined) is enabled alongside owner-occupied speculative building developments, or retain as notified.

4.3 Option 3

Amend the Plan Change so that potential consent or development costs for applicants are further reduced, or retain Plan Change as notified.

4.4 Option 4

Amend the Plan Change in order that it refers to the Council's remission of rates policy or retain Plan Change as notified.

4.5 Option 5

Either amend policy 6.1.3.1A (Sustainable Urban Design and Development) to include universal design principles in Council's urban design guide, and/or indicate that developments incorporating universal design will be promoted and incentivised, or retain policy 6.1.3.1A as notified.

4.6 Option 6

Further amend Council's urban design guide in Part II Appendix 2 to encourage incorporation of universal design in developments in RIDA; or retain urban design guide as notified.

4.7 Option 7

Amend 6.8.30 (Principal Reasons and Explanation for RIDA) to include the encouragement of incorporation of universal design principles in initial design of dwellings in RIDA through the Urban Design Guide (appendix II), or retain 6.8.30 as notified.

4.8 Option 8

Insert a new method of implementation at 6.2.20.1(h) (land effects from urban growth) to incentivise developers to incorporate universal design features within smaller brownfield developments in RIDA or retain Plan Change as notified.

4.9 Option 9

Amend the Plan Change in order that applicants are required to incorporate universal design standards within a certain proportion of large multi-unit developments, or retain the Plan Change as notified.

5.0 Preferred Options

Staff have carefully considered all submission requests, the issues they raise and options for addressing them. Staff's preferred options are set out below.

5.1 Preferred Option 1

Retain the Plan Change as notified.

5.2 Preferred Option 2

Retain the Plan Change as notified.

5.3 Preferred Option 3

Retain the Plan Change as notified.

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5.4 Preferred Option 4

Retain the Plan Change as notified.

5.5 Preferred Option 5

Retain the Plan Change as notified.

5.6 Preferred Option 6

Further amend Council's urban design guide (Part II Appendix 2) to encourage the incorporation of universal design principles for dwellings in RIDA.

5.7 Preferred Option 7

Amend the principal reasons and explanation for RIDA to include reference to the encouragement of universal design principles, through the urban design guide.

5.8 Preferred Option 8

Retain the Plan Change as notified.

5.9 Preferred Option 9

Retain the Plan Change as notified.

B. Staff Recommendations

Following staff's preferred options, it gives rise to the following specific recommendations:

1. Retain the Plan Change as notified without a requirement for affordable housing in RIDA.
2. Retain the Plan Change as notified without a specific requirement for social and affordable rental housing to be enabled alongside owner-occupied speculative building developments.
3. Retain the Plan Change as notified with the proposed cost reductions for applicants contained within, without adding more.
4. Retain the Plan Change as notified without a reference to the Council's remission of rates policy.
5. Retain policy 6.1.3.1A (Sustainable Urban Design and Development) as notified without a reference to universal design principles in Council's urban design guide and such principles being incentivised
6. Amend Council's urban design guide (Part II Appendix 2) to encourage the incorporation of universal design in initial design in dwellings in RIDA.
7. Amend the Principal Reasons and Explanation for RIDA (6.8.30) to include reference to the encouragement of universal design principles.
8. Retain Method of Implementation at 6.2.20.1 as notified without financial incentives for developers to incorporate universal design features within smaller brownfield developments in RIDA.
9. Retain the Plan Change as notified without requiring applicants to incorporate universal design standards within a certain proportion of large multi-unit developments.
10. Submission C66.4145.2 is recommended as being out of scope and submission C66.1823.3 is recommended as being partly out of scope as they are beyond, or partly beyond, the scope of the Plan Change. (See discussion in above sections of this report for reasoning.)

C. Reasons

1. Providing true affordable housing is complicated with a number of interrelated factors influencing such provision. Unlike in some other countries, there is no legislation requiring affordable housing to be provided. In New Zealand it is left to market forces and has not resulted in significant provision. Under current Government legislation and policy, therefore, PC66 did not attempt to require an affordable housing contribution for example, but its objective is to increase housing choice in Richmond. Reducing minimum section sizes, reducing car parking requirements and increasing building coverage enables the building of smaller, denser dwellings that are anticipated to be more affordable in Richmond.

2. PC66 does not prevent social and affordable rental housing being built alongside owner-occupied speculative building developments in RIDA. Legislation in New Zealand does not distinguish between the two currently - both are dwellings. In practice, the provision of affordable rental housing will depend on the nature of the sites coming forward for redevelopment. The Plan Change could well enable more affordable dwellings around the town centre, whether for purchase or rent, alongside existing owner occupied and rented dwellings. The Council's draft LTP 2018-2028 proposes reduced DCs for smaller denser dwellings and it is hoped that this, together with other cost savings outlined above for applicants, will assist in the provision of more affordable housing in RIDA.
3. There are already a number of reduced cost incentives proposed as part of and associated with the Plan Change. A reduction is not recommended in RFCs for RIDA as the benefits of charging RFCs are considered to outweigh the cost. If areas of Richmond are to be developed more intensively for housing, it is important that Council can provide the community facilities for a growing population which include public amenity space.
4. The potential change to property values as a result of higher density development, does not outweigh the benefits that could be brought about by this Plan Change of providing a choice of housing in Richmond for the wider community. The rates remission policy is published, available and subject to review every three years through the LTP process and is currently available for submissions under the draft LTP 2018-2028. In the case of this Plan Change, there would be no change in zoning. It proposes a new Development Area (RIDA) that may increase property and land values. Council does not determine the value of properties. Valuations are carried out by an independent valuation company and approved by the Office of the Valuer General. If values change, a notice is sent to the landowner and there is an opportunity to object to the valuation. Rates are also reviewed annually (where an annual plan is produced) or three-yearly and there is a separate process for objections to rates. Since there are separate Council processes and policies outside of the TRMP for rating, remission of rates and valuations of property, it is recommended that submission 4145.2 is out of scope for this Plan Change.
5. Policy 6.1.3.1A (Sustainable Urban Design and Development) cannot be amended to refer to universal design as this would have district wide implications and therefore be out of scope for this Plan Change. The policy covers housing developments in Richmond South, Richmond West, Mapua Special and Motueka West Compact Density residential areas as well as RIDA and would therefore need to be consulted on. Policy 6.1.3.1A (b), however, already encourages developments in RIDA to achieve a high standard of amenity by encouraging adherence to best practice in the urban design guide (Part II Appendix 2). Reason 6 below recommends amending the urban design guide to encourage universal design.
6. Encouraging incorporation of principles of universal design within the initial design of dwellings in RIDA has merit. In Tasman District our population is aging, based on the 2013 census, over 65s are estimated to comprise 29% of the population by 2031. We therefore have a growing population that requires homes to be easy to enter and navigate around and adaptable to cater for changing needs such as experiencing an injury or disability. Staff therefore agree it is appropriate for the urban design guide to encourage incorporation of universal design principles in dwellings in RIDA.
7. Amending the Principal Reasons and Explanation for RIDA to include reference to the encouragement of universal design principles, through the urban design guide, highlights the proposed amendments to the design guide. It is also within the scope of the Plan Change as it refers to RIDA only.
8. Proposed change 6.2.20.1(g), as notified already refers to the urban design guide as a method of implementation for medium density development. The recommendations above propose to amend the urban design guide to encourage universal design principles. Financial incentives are already being provided with this Plan Change to reduce potential costs for applicants. The s.32 assessment did not consider potential costs of universal design principles, therefore it is proposed at this stage to be encouraged rather than incentivised.
9. Unlike in Australia, Richmond is not likely to see many large multi-unit developments in RIDA, due to fragmented land ownership, the level of existing development and the scale of the town. Staff consider therefore it is not appropriate to require universal design standards within a certain proportion of large multi-unit developments.

D. Plan Amendments

Topic : 6.8.30

1. In Principal Reasons and Explanation 6.8.30, insert after proposed new paragraph, i.e., "The Richmond Intensive Development Area provides for more intensive residential development through a combination of infill in and redevelopment of the existing Residential Zone close to the town centre", the sentence:
"In acknowledging an aging population, incorporation of universal design principles in initial design of dwellings in RIDA is encouraged in the Urban Design Guide (Part II, Appendix 2)."

Topic : Part II, Appendix 2

1. In section B (Dwelling Size) of the Urban Design Guide (Appendix 2), insert after sentences, i.e., "It is recognised in Richmond, Motueka and Mapua that the different dwelling sizes and types will need to be provided for if people are to be comfortable living in Richmond, Motueka and Mapua at various stages of their lives. Part of that difference is recognising the need for a mixture of family homes with large sections and smaller houses with less land to look after and more opportunities for social contact for people living alone", the sentence:
 "With an aging population in Tasman, incorporation of universal design principles in initial design of dwellings in RIDA is encouraged."
2. In section B, Guideline B1 (Dwelling Size Mix) of the Urban Design Guide (Appendix 2), insert after the last bulleted item beginning "Considering the use of "party" walls ... ":
 "• Incorporating universal design principles according to Lifemark™ certification in initial design of dwellings in RIDA, or other certification that is functional for elderly and disabled residents."
3. In section E, Guideline E2 (Functionality) of the Urban Design Guide (Appendix 2), insert after the first bulleted item beginning "Providing for acoustic privacy in joined houses ... "
 "• "Incorporating universal design principles according to Lifemark™ certification in initial design of dwellings in RIDA, or other certification that is functional for elderly and disabled residents."

F. Submission Recommendations

C66.1823.2	Nelson Marlborough District Health Board	Disallow
C66.1823.3	Nelson Marlborough District Health Board	Allow In Part
C66.1823.5	Nelson Marlborough District Health Board	Disallow
C66.1823.6	Nelson Marlborough District Health Board	Disallow
C66.1823.7	Nelson Marlborough District Health Board	Disallow
C66.4140.3	Burt, David	Allow
C66.4145.2	Gibson, Graeme & Ronnie	Disallow
C66.4146.2	Nelson Tasman Housing Trust	Disallow