

# Tasman Resource Management Plan

## Draft Plan Change 79: Deferred Zoning

### Section 32 Evaluation Report

#### Version History

Version	Author	Comments	Date
1			
2			
3			

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# 1. Executive Summary

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## Background

Over the life of the current Tasman Resource Management Plan (TRMP), Council has used a method of deferred zoning to identify and signal in the TRMP, land that is to be zoned for a variety of urban purposes but for which servicing is not yet available.

Recently Council received advice that the method the TRMP uses to lift zone deferrals from land when services have become available may not be robust. As a result, Council has chosen to pause uplifting deferrals on land that is now serviced and ready for development until the method for uplifting deferrals has been strengthened.

The Council considers that deferred zoning has been a useful and efficient planning tool that has enabled it to provide for future urban growth without burdening existing ratepayers with the cost of infrastructure where development may not be realised in the short term. This plan change proposes a method that is similar to the existing method in the TRMP, but that is assessed as robust, minimally bureaucratic, efficient and effective.

## Purpose

The overall purpose of this Plan Change is to a) provide a robust method to enable deferred land to be released for development when required; and b) to release deferred land for development that previously was identified for housing and business uses.

To achieve this purpose, the Change:

- (a) Clarifies and strengthens the TRMP method for uplifting zone deferrals for landowners and plan users and aligns the provisions with RMA Schedule 1 process by:
  - Amending the method so that it continues to rely on the mapped deferred zone, but so that it operates in tandem with a trigger rule (where infrastructure requirements are clearly defined and planned to be delivered within ten years). Once the trigger rule is satisfied, the deferred zone will engage the zone provisions for its anticipated end use that are already in the TRMP.
  - The deferred status will be retained on land where the reasons for deferral are not yet met. To remain deferred, funding for the infrastructure should be included in the Council's Long-Term Plan (LTP) within the next 1 to 10 years. The infrastructure upgrades required to service the area are identified.
  - A Schedule 1 plan change is required to amend the TRMP to rezone the deferred land to the final 'destination' zone.
- (b) Rezones deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate by:
  - Upzoning deferred land to the anticipated destination zone where the reasons for the deferral are met. Generally deferred land is upzoned because three waters servicing is delivered. For example, rezone land from Rural 1 deferred Light Industrial to Light Industrial.

This option includes the addition of new planning provisions for land that is subject to risks associated with climate change including sea level rise, coastal inundation and flooding.

- Rezoning deferred land that cannot be adequately serviced for the anticipated deferred use to a more appropriate zone. For example, rezone land from Rural 2 deferred Residential to Rural Residential.
- Downzoning land that is inappropriate to be developed for urban use back to its underlying (pre-deferral) zone. For example, rezone land from Rural 1 deferred Residential to Rural 1.

## Scope

The plan change includes all the deferred zone locations in the Tasman district except for those within or on the periphery of Māpua and Motueka. Currently other planning processes are occurring in these towns that will address the issue of zoning.

### Deferred Zone Locations - Summary of Draft Changes to TRMP zone and area planning maps

The Assessment of Deferred Zone Locations Report - Appendix 1 to this report- reviews the appropriateness of each of the deferred locations for the proposed zoning.

The introduction to the assessment (page 2):

- Tables the current TRMP deferred zone locations that are included in the scope of this Plan Change together with the proposed changes to the zoning and
- Maps the locations of the deferred zone in context of the Tasman district.

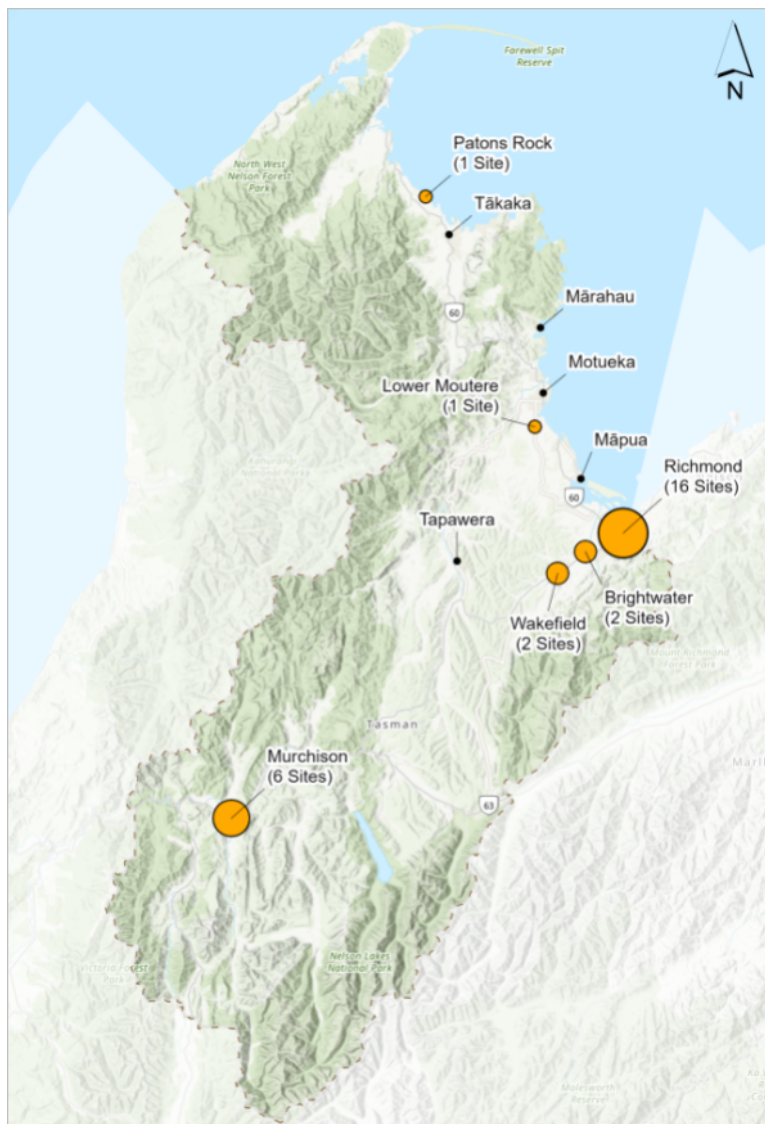
For ease of reference the table and map are set out below.

Summary of Draft Changes to TRMP zone and area planning maps				
Town / Area	Site Location Number	Locality	Summary of Change	Changes to TRMP planning maps
Richmond West	RW1	Lower Queen Street	Upzone to Light Industrial	Delete Rural 1 Deferred Light Industrial. Rezone to Light Industrial. <ul style="list-style-type: none"> <li>• Add Precinct subject to Schedule 17.4A.</li> </ul>
	RW2			
	RW3	23 and 25 McShane Road	Upzone to Light Industrial	Delete Rural 1 Deferred Light Industrial. Add Light Industrial.
	RW4	99 McShane Road	Upzone to Mixed Business	Delete Rural 1 Deferred Mixed Business. Add Mixed Business.
	RW5	McShane Road	Retain deferral	No change to zone. Retain Rural 1 deferred Mixed Business. Delete current indicative road. Add new indicative road and indicative walkway to Area Planning Map
	RW6	Adjacent to Borck Creek, south of Summerfield Boulevard	Rezone to Residential	Delete Rural 1 Deferred Mixed Business. Add Residential.
	RW7	SH60/ Appleby Highway	Upzone to Light Industrial	Delete Rural 1 deferred Light Industrial. Add Light Industrial.
	RW8	Great Taste Trail cycleway	Rezone to Open Space	Delete Rural 1 deferred Light Industrial. Add Open Space.

	RW8A	between Lower Queen Street and SH60 / Appleby Highway	Rezoned to Open Space	Delete Rural 1 deferred Residential. Add Open Space.
	RW9		Rezoned to Open Space	Delete Rural 1 deferred Mixed Business. Add Open Space.
	RW10	Club Waimea	Upzone to Mixed Business	Delete Rural 1 deferred Mixed Business. Add Mixed Business.
Richmond East	RE11	Richmond east hills	Upzone to Rural Residential Serviced	Delete Rural 2 deferred Rural Residential Serviced. Add Rural Residential Serviced.
	RE12	Richmond east hills	Upzone to Rural Residential Serviced	Delete Rural 2 deferred Rural Residential Serviced. Add Rural Residential Serviced.
	RE13	Richmond east hills	Downzone to Rural 2	Delete Rural 2 deferred Rural Residential Serviced. Add Rural 2.
Richmond South	RS14	Southwest Hart Road	Retain deferral	No change to zone. Retain Rural 1 deferred Residential.
	RS15		Upzone to Residential	Delete Rural 1 deferred Residential. Add Residential.
	RS15A		Upzone to Residential	Delete Rural 1 deferred Residential. Add Residential.
Brightwater	BW16	104A Waimea West Road	Rezoned to Conservation	Delete Rural 1 deferred Residential Zone. Add Conservation Zone.
	BW17	Between Lord Rutherford Road, Main Road Spring Grove (SH6) and Pitfure Stream	Retain deferral	No change to zone. Retain Rural 1 Deferred Residential.
Wakefield	WK20	Bird Lane	Retain deferral	No change to zone. Retain Rural 1 Deferred Residential.
	WK21	Higgins Road	Retain deferral	No change to zone. Retain Rural 2 Deferred Rural Residential zone.
Murchison	MR22	Grey Street	Retain deferral	No change to zone. Retain Rural 2 Deferred Residential.
	MR23	Off Hampden Street	Rezoned to Open Space	Delete Rural 2 Deferred Residential Add Open Space.
	MR24	55 Hotham Street	Retain deferral	No change to zone. Retain Rural 2 Deferred Residential.
	MR25	65 Hotham Street	Retain deferral	No change to zone. Retain Rural 2 Deferred Residential.
	MR26	Fairfax Street South	Retain deferral	No change to zone. Retain Rural 2 Deferred Residential.

	MR26A	Fairfax Street South – Holiday Park	Upzone to Residential	Delete Rural 2 Deferred Residential zone. Add Residential zone.
Lower Moutere	MU37	Tasman View Road	Upzone to Rural Residential	Delete Rural 2 deferred Rural Residential zone. Add Rural Residential zone.
Mārahau	MR49	Mārahau	Downzone to Rural 1	Delete Rural 1 deferred Residential (served). Add Rural 1.
	MR50	Mārahau	Rezone to Commercial Closed	Delete Rural 1 deferred Tourist Services. Add Commercial Closed Zone.
Patons Rock	PR51	Patons Rock Road	Rezone to Rural Residential	Delete Rural 2 deferred Residential Zone. Add Rural Residential Zone (unserved with a minimum lot size of two hectares on subdivision).

The map below shows the locations of the deferred zone in context of Tasman district.



## 2. Overview and Purpose

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### 2.1 Purpose of Section 32 RMA

The fundamental purpose of Section 32 (s32) of the Resource Management Act 1991 (RMA) is to ensure transparent, robust decision-making in the development of plans, plan changes and policy statements. This includes the use of sound evidence and rigorous analysis, which in turn leads to robust and enduring provisions.

Section 32 reports are intended to clearly and transparently communicate the reasoning behind plan provisions to decision makers, the public and future plan users. The effects of new policies and rules on the community, the economy, and the environment must be clearly identified and assessed during this evaluation. This becomes an enduring document recording the rationale and thinking behind the provisions. It tells the story of why the provisions are the most appropriate way to achieve the purpose of the RMA. It is extremely useful at all stages of the plan making process from development of the provisions, to decision making, to plan use, and finally for evaluation of those provisions as part of the next plan development cycle.

The Council is required to undertake an evaluation of any proposed Plan provisions before notifying those provisions. The Section 32 evaluation report provides the reasoning and rationale for the proposed provisions and should be read in conjunction with those provisions.

### 2.2 Background

Currently the TRMP deferred zone provisions provide a method for transitioning unserved rural land to serviced urban and rural residential land.

The method requires a plan change to rezone land for a particular urban use or urban use at higher density levels than originally zoned for, but with the urban zoning postponed or “deferred” until the land is adequately serviced for that use (e.g. Rural 1 deferred Residential).

Land subject to deferred zoning retains the existing zoning, generally rural, until conditions are met. In the TRMP the most common condition is the provision of three waters servicing. The identified new zone is applied once the conditions are met.

When conditions are met, a Council resolution authorizes the uplift of the zone deferral, the TRMP is updated and landowners informed.

The method has historically been used by a number of councils around New Zealand as tool to enable longer term signaling of the intention for land to be used for urban purposes without having to provide infrastructure upfront. Zoning land for urban purposes requires evidence that the land is “infrastructure ready” through either infrastructure on the ground or committed in the first three years of the Long-Term Plan. Infrastructure is costly so councils want to see land developed quickly to ensure the costs can be readily recouped. Councils want to avoid paying for infrastructure to zone land that may not be developed in the short term. This leads to the need to continually rezone land to meet demand. Plan changes are costly, time consuming and struggle to respond quickly to changes in demand.

The deferred zone provides a method to signal land is available for development in the medium to longer term without the need to commit the funding immediately. It also provides a mechanism that allows developers to fund and build the infrastructure needed to enable land to be bought forward to be developed.



## How deferred zoning works in the TRMP

TRMP Urban Environment Effects Chapter 6, Objectives 6.3.2.1 and 2 and Policies 6.3.3.4, 6.3.3.4B and 6.3.3.4C provide guidance for Council’s decision making on zoning uplifts.

TRMP Chapter 16.3 Subdivision rules provide that where land is, or was formerly, subject to Deferred Zone Rules services are provided in accordance with the mandatory standards of the Nelson Tasman Land Development Manual 2019 or the service requirements and concept engineering plans that formed the basis for Council’s resolution to remove the deferral of the urban zone.

TRMP Chapter 17.14 addresses the procedure for the uplift of deferrals for residential, rural residential, industrial, tourist service and papakāinga zones, typically from an existing rural zoning. The TRMP maps show the underlying zone, the deferred zone overlay and hatching in the colour of the deferred zone. Until the uplift occurs, the underlying zone rules apply as shown in Schedule 17.14A.

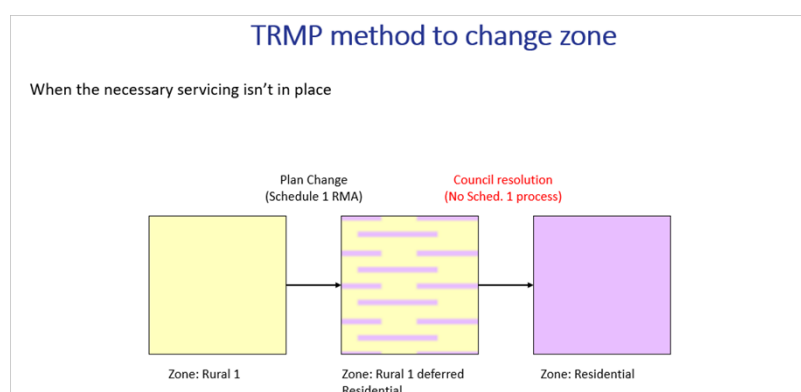
Schedule 17.14A particularises, using legal descriptions, sites that are subject to deferred zoning. It describes the reasons for the deferral and the new (described as “effective”) zone once the uplift occurs. The reasons column briefly identifies the services required, for instance reticulated water or stormwater services, or particular roads or intersections that require upgrading.

The methods for uplifting the zoning are at 17.14.2(a). Either, at (a)(i), the new zoning becomes effective following a council resolution confirming the service or other upgrade has or can be provided to the satisfaction of the Council. This resolution can apply to the whole or part of the area identified in Schedule 17.14A. Alternatively, at (a)(ii), the deferral can be uplifted by a resolution that a date identified in the Schedule has passed and the deferral is now due to be removed.

Method 17.14.2(b) requires concept engineering plans to be provided if a person other than the Council is providing the service. Here, the engineering services manager is tasked with making recommendations to the Council as to whether he or she considers the services or upgrade can be or have been satisfactorily provided or completed.

At 17.14.2(c), the commencement of the new zone is confirmed by a resolution of Council taken in terms of the Local Government Act. It allows the zone to be amended without further formality. When the plan is updated, Schedule 17.14A is also amended to show the date the deferral was removed, along with other details relating to the affected sites and services or upgrade. Landowners are notified before and after the deferred zone is uplifted.

The figure below shows an example of the application of the deferred zone on the planning maps.



Recently Council received information that concluded the above TRMP method may be *ultra vires* because it is not a method provided for under the RMA to change a plan (section 4.1.1 of this report provides further detail). Consequently, Council cannot continue to rely on the method in its current form.

In this Plan Change, Council is proposing a method that is *vires* (within the law), minimally bureaucratic, efficient, and effective. The proposal is described in section 2.3 below.

## 2.3 What are the Proposed Changes?

The overall purpose of this Plan Change is to a) provide a robust method to enable deferred land to be released for development when required; and b) to release deferred land for development that previously was identified for housing and business uses.

To achieve this purpose, the Change:

- (a) Clarifies and strengthens the TRMP method for transitioning between zones for land owners and plan users and aligns the provisions with RMA Schedule 1 process by:
  - Amending the method so that it continues to rely on the mapped deferred zone, but so that it operates in tandem with a trigger rule (where infrastructure requirements are clearly defined and planned to be delivered within ten years). Once the trigger rule is satisfied, the deferred zone will engage the zone provisions for its anticipated end use that are already in the TRMP.
  - The deferred status will be retained on land where the reasons for deferral are not yet met. To remain deferred, funding for the infrastructure should be included in the Council's Long-Term Plan (LTP) within the next 1 to 10 years. The infrastructure upgrades required to service the area are identified.
  - A Schedule 1 plan change is required to amend the TRMP to rezone the deferred land to the final 'destination' zone.
- (b) Rezones deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate by:
  - Upzoning deferred land to the anticipated destination zone where the reasons for the deferral are met. Generally deferred land is upzoned because three waters servicing is delivered. For example, rezone land from Rural 1 deferred Light Industrial to Light Industrial.

This option includes the addition of new planning provisions for land that is subject to risks associated with climate change including sea level rise, coastal inundation and flooding.
  - Rezoning deferred land that cannot be adequately serviced for the anticipated deferred use to a more appropriate zone. For example, rezone land from Rural 2 deferred Residential to Rural Residential.
  - Downzoning land that is inappropriate to be developed for urban use back to its underlying (pre-deferral) zone. For example, rezone land from Rural 1 deferred Residential to Rural 1

The Assessment of Deferred Zone Locations Report - Appendix 1 to this plan change - reviews the appropriateness of the deferred locations for urban use. The introduction to the assessment (Page 2):

- Lists the current TRMP deferred zone locations that are included in the scope of this plan change together with the proposed changes to the zoning and
- Maps the locations of the deferred zone in context of the district.

## 2.4 Scope of the Plan Change

The plan change includes all the deferred zone locations in the Tasman district except for those within or on the periphery of Māpua and Motueka.

### Māpua

The Mapua locations are excluded as currently the Council, in collaboration with the community, is developing a master plan for Mapua. One of the main purposes of the master plan is to roll all Mapua related projects and programmes into one process. The master plan and consequent plan change will address the rezoning of deferred zone locations in and around Māpua.

### Motueka

Except for the land currently being rezoned by Plan Change 80, Motueka West Compact Density Residential Area, Motueka deferred land is excluded as servicing is not yet available and is not programmed to be available within the next 10 years.

Since land in Motueka West was deferred for development by Plan Change 43, in 2015, Council and the community have received new information relating to challenges associated with flat low-lying terrain near the coast and the natural hazard risks of flooding and coastal inundation. Due to natural hazard risks, Council is planning to initiate an integrated strategic planning process with the Motueka community to consider options for the future. The currently deferred land may need to be used for different urban purposes or down zoned.

## 2.5 What are the Key Reasons for the Plan Change?

The key reason for the Change is to address the problem by fixing the method that enables deferred land to be developed and secondly by rezoning land that can be rezoned. To achieve this, the Plan Change:

**(a) Provides a reliable plan method for transitioning rural land to serviced urban and rural residential land**

The Plan Change seeks to clarify and strengthen the method that enables deferred land to be developed by aligning the provisions with RMA Schedule 1 process. It also removes the process by which a zone map is changed in the TRMP by way of a council resolution under the LGA which is not a method provided for in the RMA.

**(b) Rezones deferred land previously identified for housing and business uses to the final, destination zone, where appropriate because servicing is available and there is no longer any reason for the location to be deferred.**

Generally, the transition of a deferred zone to a destination zone is initiated by a developer or landowner. However, through council's infrastructure roll out program, several deferred

locations now have servicing and the reasons for the land being deferred no longer apply. By rezoning deferred land for urban use, where servicing is available and where appropriate, the Plan Change releases land for housing and business growth.

The land was identified for growth at the time it was deferred. Currently, in most cases, the sites form part of land assessed by Council's Growth Model as needed for growth.

The National Policy Statement on Urban Development (NPS-UD) requires Council to make sufficient land available for housing and business growth in the short, medium and long term (30 years)

The Nelson Tasman Future Development Strategy (FDS) has identified that population growth in Tasman has generally outpaced the national average and has been a significant contributor to economic growth in the region.<sup>1</sup>

## 3. Information Sources and Consultation

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### 3.1 Information Sources

The following information sources have been used by Council to understand the issues and develop the options and have helped to inform the proposed content of this Plan Change. The deferred locations contributions to Council's provisions for growth is addressed per location in Appendix 1 – Assessment of Deferred Locations report.

#### Provision for Future Growth

- The Nelson Tasman Future Development Strategy 2022 – 2052, including the Future Development Strategy Technical Report, map view and other supporting documents.

The FDS meets the requirements of the NPS-UD and provides strategic direction on how and where growth will be provided to meet the short, medium and long term demands of the community and population growth. This information is available on Council's website:

[Future Development Strategy 2022 - 2052 | Tasman District Council](#)

- Tasman's 10-Year Plan (LTP) 2021-2031 identifies population growth as a key issue within the region which means additional resources are required, including infrastructure upgrades to support housing growth. The Tasman Growth Projections 2021 – 2051 report is informed by the FDS and was used to inform the Long-Term Plan projects which seek to address the key issues facing the region and support growth identified in the FDS over the next 10 years. The current and updated draft LTP and Growth Projection reports are available on Council's website:

[Tasman's 10-Year Plan 2021 - 2031 | Tasman District Council](#)

[Growth model | Tasman District Council](#)

[Tasman's 10-Year Plan | Shape Tasman](#)

[Draft Tasman Growth Projections 2024-2054 for Consultation.pdf \(hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com\)](#)

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<sup>1</sup> Nelson Tasman Future Development Strategy 2022-2052: Technical Report, 19 September 2022

- The following reports provide an up to date assessment of demand and sufficient capacity for housing and business land in Tasman and in the Nelson Tasman urban environment:
- [Draft Housing Business Assessment Tasman March 2024 for Consultation.pdf](https://hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com/Draft_Housing_Business_Assessment_Tasman_March_2024_for_Consultation.pdf) (hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com)
- [Draft Housing Business Assessment Summary March 2024 for Consultation.pdf](https://hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com/Draft_Housing_Business_Assessment_Summary_March_2024_for_Consultation.pdf) (hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com)
- [Draft Housing and Business Assessment Nelson Tasman Tier 2 Urban Enviro March 2024 for Consultation.pdf](https://hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com/Draft_Housing_and_Business_Assessment_Nelson_Tasman_Tier_2_Urban_Enviro_March_2024_for_Consultation.pdf) (hdp-au-prod-app-tasman-shape-files.s3.ap-southeast-2.amazonaws.com)
- *'Demand for business land in the Nelson and Tasman shared urban environment – from today's economy to future needs'* June 2020 by Sense Partners. (model for which was updated in 2023)
- *'Nelson-Tasman Housing We'd Choose – Housing Demand Preferences'* June 2021 by M.E. Consulting.

Previous Housing and Business Assessments are available on Council's website:

[Capacity assessments | Tasman District Council](#)

### **Impacts of Natural Hazards and Sea Level Rise and Infrastructure requirements for land deferred for services by the TRMP**

Council Consent Planners, Engineers and Resource Scientists have been consulted and engaged with during the initial stages of the Plan Change to understand natural hazard constraints, infrastructure requirements and the appropriateness of the proposed TRMP amendments.

Council Reserves and Roading staff were consulted on the provision of indicative reserve areas and roads within the Plan Change area.

The feedback from Council staff is incorporated within this report and the following appendices:

- Appendix 1 – Assessment of Deferred Zone Locations
- Appendix 2 – Deferred Zone Infrastructure Background Report
- Appendix 5 -- Coastal Flood Mapping Scenarios.

Overall, the feedback received has been instrumental in understanding the issues and desired outcomes, and in considering the options available for achieving these outcomes and the purpose of the RMA.

### **Plan methods for transitioning rural land to serviced urban or rural residential land**

Council consulted and engaged with resource management advisors during the initial stages of the Plan Change to understand the issues and options for transitioning rural land to serviced urban, higher density urban or rural residential land in a timely and cost-efficient way. The feedback from this engagement is assessed in the issues and options sections of this report.

## 3.2 Key Consultation Actions

The Council undertook preliminary consultation with affected Richmond West landowners and Waka Kotahi, a key stakeholder in Richmond West during the early stages of this Plan Change.

Currently, letters or emails containing information about the draft Plan Change are being sent to:

- owners of land within or adjoining the deferred zone locations included in the Plan Change
- All eight Iwi of Te Taihū (refer to section 3.3).
- Waka Kotahi
- other key stakeholders.

In addition, information on the draft Plan Change is being provided through:

- A dedicated Draft Deferred Zoning Plan Change website.

## 3.3 Iwi Involvement and Advice

Iwi of Te Taihū currently are being consulted about this draft Plan Change.

Iwi feedback received will be considered by Council and incorporated into the proposed plan change documents to be publicly notified.

High-level feedback from a Council hui with iwi in relation to residential growth held in November 2021 included support for creating communities with a heart/ centre, implementing Te Mana o te Wai, using Māori placenames, having guiding development principles, and the need for housing that provides for larger families and multigenerational living.

Iwi Management Plans (IMPs) have also been considered as part of the development of this draft Plan Change. The plans are discussed in Section 6.5.

# 4. What are the Key Resource Management Issues?

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## 4.1 Problem Definition and Outcomes Sought

As identified in section 2.3 the fundamental resource management issues the Plan Change seeks to address is to remove barriers to the release of land already identified for housing and business uses, for development. To achieve this, the Plan Change:

- (a) Clarifies and strengthens the TRMP method for transitioning from deferred to destination zones for plan users and landowners and aligns the provisions with RMA Schedule 1 process.

For Tasman District, a significant issue is that the method the TRMP uses for transitioning unserviced rural land to serviced urban and rural residential land (previously known as uplifting zone deferrals by Council resolution) is not a method provided for under the RMA, Schedule 1 and consequently is unreliable. Due to risk associated with an unreliable method, land deferred but now serviced for urban use, is not being released for development.

- (b) Rezones deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate.

In the Tasman District there are significant issues around:

- The need to provide for population growth and to ensure sufficient residential and business land supply.
- The limited capacity of Council to fund infrastructure needed to support the servicing of land identified as needed for projected urban growth.
- Due to changing contexts and new information, land zoned but deferred for a specific urban use between 10 and 28 years ago (TRMP first notified in 1996) may no longer be appropriate for that use. This may be due to changing patterns of urban development, or due to increased future risk from sea level rise and inundation.

#### **4.1.1 Current TRMP method for uplifting zone deferrals is unreliable**

The current TRMP method is unreliable because it is not provided for under the RMA, Schedule 1 for the following reasons:

- The RMA provides two pathways to change a plan. The primary pathway is through the process set out in Schedule 1 of the Act. The second pathway is by the Environment Court directing a council to remedy any mistake, defect, or uncertainty in its plan or proposed plan by way of S292 or S293 of the Act without using Schedule 1.
- The TRMP employs a novel method to uplift a deferred zone (i.e. change a zone) that utilises neither of the two pathways. Consequently, Council cannot continue to rely on the method in its current form as it does not comply with the Act.
- Case law has determined that in general, for plan provisions to be lawful, it should be clear on the face of a planning instrument what rules apply to land use activities.
- The courts on numerous occasions have accepted that it is not good resource management practice, and contrary to the purpose of the RMA, to zone land for development where the necessary infrastructure does not exist and there is no commitment to provide it.
- The funding and timing of infrastructure delivery is directly relevant to decisions on new zoning and are not secondary considerations. Whether relevant infrastructure or upgrades to existing infrastructure is planned by the Council in its LTP, is relevant, and can be determinative, of whether rezoning should be approved.

Due to risks associated with an unreliable method, land deferred but now serviced for urban use is not being released for development.

The current TRMP deferred zoning method is valued by Council and the development community as it assists to manage the disjunct between the demand for and supply of serviced urban land needed for growth in the region. The method enables Council to plan for and prioritise funding; developers to provide infrastructure in collaboration with Council, thus reducing holding costs; and for stakeholders to obtain alternative sources of funding (e.g. infrastructure Acceleration Fund contribution toward the Motueka West Compact Density Plan Change 80).

As the Council considers that the deferred zoning has been a useful planning tool, Council has sought a similar solution that is legally defensible, minimally bureaucratic, efficient and effective.

#### 4.1.2 Land deferred, now serviced and needed for urban use is not being released for development due to risk associated with an unreliable method

The National Policy Statement on Urban Development (NPS-UD) requires that Councils provide at least sufficient development capacity to meet demand for housing and business in the short, medium and long term.<sup>2</sup> Within the tier 2 Nelson Tasman urban environment, that demand should be met within existing and new urban areas within both standalone and attached dwellings.<sup>3</sup>

The 2024 Housing and Business Assessment shows that the overall population of Tasman is expected to increase by 7,400 residents between 2024 and 2034, from 60,500 to 67,900 (12%). Growth is projected to continue, but at a slower rate, with a further 10,900 residents (16%) to reach 78,800 by 2054. Most of the overall population growth will be driven by net migration gains (more people moving to Tasman District than leaving).

Council's Future Development Strategy, Housing and Business Assessment and Long-Term Plan together address the requirements of the NPS-UD and support long term strategic planning decisions for the region. Together the planning instruments address how Council intends to achieve well-functioning urban environments, provide an up-to-date picture of how Council is striving to meet demand for housing and business land and ensure infrastructure planning and development decisions are integrated.<sup>4</sup>

The TRMP deferred land was needed to provide for growth at the time the land was zoned. Currently, the locations form part of land assessed by Council's strategic growth programme as needed for growth.

#### 4.1.3 Limited capacity of Council to fund infrastructure needed to support growth

Council has processes in place to achieve the current TRMP Chapter 6.3 Urban Infrastructure Services objectives of *"Sustainable urban growth that is consistent with the capacity of services and has access to the necessary infrastructure such as water supply, roading, wastewater and stormwater systems"* (Objective 6.3.2.1) and *"Retention of opportunities for efficient future urban purposes on rural land that is identified for future urban use and development but deferred for this purpose, while enabling rural activities for the time it remains deferred."* (Objective 6.3.2.2).

The TRMP method of identifying and zoning land for urban use but deferring that use until services are provided has been used in every major urban growth plan change since the inception of the plan in the 1990's. Some locations have been deferred for significantly long periods of time (e.g. Richmond South Development Area Plan Change 5, made operative in 2010. Currently, some sites southwest of Hart Road remain deferred for water supply. TRMP Schedule 17.14A - Deferred Zone Locations - provides a record of the amount of time for which land has been deferred.

Some of these deferrals reflect long term planning for the future (e.g. Richmond West Development Area, Plan Change 10), others reflect pressures on infrastructure provision (e.g. Richmond South Development Area Plan Change 5).

TRMP Objective 6.3.2.2 (above) was introduced into the plan partly as a result of the above disjunct and because of an environment court decision that noted the lack of guidance for decision making under the deferral method.<sup>5</sup>

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<sup>2</sup> National Policy Statement on Urban Development, Policy 2

<sup>3</sup> National Policy Statement on Urban Development, Sub-part 1, clause 3.2

<sup>4</sup> 2022-2052 Nelson Tasman Future Development Strategy

<sup>5</sup> Trotman v Tasman District Council (2013) NZEnvC229.



The Objective 6.3.2.1, and Objective 6.3.2.2 and related policies are designed to ensure that land zoned but deferred for specific urban purposes is not compromised before the transition to the destination zone, and to manage service provision.

The table below illustrates the length of time it can take for zone deferrals to be removed. It shows the TRMP plan change that originally deferred the locations that are included in this Plan Change 79. The last two columns show the amount of land remaining deferred both before and after this Plan Change.

Land Deferred for Services before and after Plan Change 79 *					
Plan Change	Made Operative	Effective Zone until Deferral Removed	Location deferred	Before PC79 Area (ha) (Rounded)	After PC79 Area (ha) (Rounded)
Richmond South Development Area, Plan Change 5	2010	Rural 1	Southwest Hart Road - deferred for Residential	18	15
Richmond West Development Area, Plan Change 10	2014	Rural 1	Locations deferred for Mixed Business and Light Industrial	96	29
Richmond East Development Area, Plan Change 20	2012	Rural 2	Upper (South) Champion Road - deferred for Rural Residential Serviced	13	0
Brightwater Strategic Review Plan Change 57	2018	Rural 1	Between Wanderes Avenue, Lord Rutherford Road and Main Road Spring Grove (SH6) - deferred for Residential	7	7
Wakefield Strategic Review (WSR), Plan Change 58 and WSR Stage 2, Plan Change 65	2017 and 2018	Rural 1 and Rural 22	Bird Lane and Higgins Road - deferred for Residential and Rural Residential	14	14
Proposed TRMP - Murchison	1996	Rural 2	Grey Street and 55 Hotham Street - deferred for Residential	11	11
Proposed TRMP - Patons Rock	1996 and 1999	Rural 2	Patons Rock Road - deferred for Residential	12	0
Proposed TRMP - Marahau	2000	Rural 1	Locations deferred for Residential and for Tourist Services	11	0
<b>Total</b>				<b>181</b>	<b>76 -</b>
<b>Total - less:</b>					<b>64.5</b>
<ul style="list-style-type: none"> <li>• Marahau - 11 ha already developed or proposed to be downzoned</li> <li>• Richmond East - 0.5 ha proposed to be downzoned</li> </ul>					

\* **Table** excludes Growth Plan Changes notified or made operative in last three years and deferred land in Motueka and Māpua.

#### **4.1.4 Land zoned but deferred for a specific urban use over 10 years ago may no longer be appropriate for the specified end use.**

Due to changing contexts and new information, including a better understanding of climate change, land zoned but deferred for a specific urban use over 10 years ago may no longer be assessed as suitable for that use, particularly in context of:

- (i) Natural hazards and climate change, including sea level rise
- (ii) Infrastructure delivery
- (iii) Contribution to supply of diverse housing typologies needed to satisfy future growth
- (iv) Contribution to development of well-functioning urban centres that achieve good urban outcomes.

Appendix 1 of this report - Assessment of Deferred Zone Locations - reviews the appropriateness of each deferred location in context of new information that may affect the appropriateness for the destination zone /end use. The approach adopted for the location /site reviews is set out below.

##### **(i) Natural Hazards and Climate Change**

Our national and local information and understanding of natural hazards and the effects of climate change (including sea level rise) is continually evolving due to technical innovation and ongoing research. For most TRMP land deferred for urban or rural residential use, over six years ago, the Council now has updated and improved information compared to that available at the time.

National planning instruments and guidance is also regularly being updated and developed in response to this new information. This is to ensure that councils manage the significant risks from natural hazards and mitigate and adapt to climate change, including planning for the uncertainty of sea level rise. For example, the Ministry for the Environment's 2024 Coastal Hazards and Climate Change Guidance provides information on the use of sea level rise projections, which informs resource management plan making processes and resource consent decision-making. Tasman is required to account for 1.66-1.67 m of sea level rise for the year 2130 (SSP5-8.5 H+ scenario), and consider vertical land movement, for a range of activities (e.g. coastal subdivision, greenfield development, major new infrastructure, changes in land use and redevelopment).

Section 6 of this report sets out the statutory context in relation to natural hazards and climate change (mitigation and adaptation) which are relevant to this plan change and inform the criteria assessment for the location/site reviews as set out in Appendix 1. Additionally, the TRMP and Council's growth planning and infrastructure delivery programmes (FDS, Growth Model and LTP) take into account up to date natural hazards and climate change considerations and address the role land use planning has in supporting a reduction in greenhouse gas emissions and providing for resilience in relation to the effects of natural hazards and climate change.

##### **(ii) Infrastructure Delivery**

As mentioned above, the funding and timing of infrastructure delivery is directly relevant to decisions on new zoning and are not secondary considerations. Whether relevant infrastructure or upgrades to existing infrastructure are planned by the Council in its LTP, are relevant, and can be determinative of whether rezoning should be approved.

Appendix 2 - The Deferred Zone Infrastructure Background Report - reviews the infrastructure requirements for each deferred location or site. The infrastructure assessment provides the basis for rezoning the land to its final destination zone or for retaining the deferral provided that the infrastructure requirements are clear and programmed for funding within LTP years 1 – 10.

### **(iii) Contribution to supply of diverse housing typologies needed to satisfy future growth**

Currently TRMP residential provisions allow for a diversity of housing typologies. Medium density housing is encouraged in suitable locations, e.g. Central Richmond, Richmond South and West and Brightwater Development Areas.

### **(iv) Contribution to development of well-functioning urban centres that achieve good urban outcomes**

As the TRMP urban provisions have always adopted an integrated and sustainable approach to urban development, generally the deferred locations contribute to the development of well functioning urban centres. Generally, the deferred land consolidates urban form, connects with existing active and passive transport corridors and is close to employment opportunities.

#### **4.1.5 Ki Uta Ki Tai (Mountains to the Sea)**

The concept of Ki uta ki tai reflects a holistic planning approach, where the wider environment and interconnectedness of areas are considered.

As the TRMP urban provisions, since inception, adopted an integrated and sustainable approach to urban development, generally the deferred locations were part of a plan change that gave expression to Ki Uta Ki Tai. For example, Richmond South Plan Change 5 and Richmond West Plan Change 10 took the opportunity to connect and enhance the Borck Creek and Poutama Drain water and greenways. Richmond East Development Area Plan Change 20 took the opportunity to connect and enhance the Saxton and Reservoir Creek water and greenways.

#### **4.1.6 Current approach and why this isn't adequate**

Whilst development of the TRMP land deferred for urban purposes is possible through a resource consent process there are risks associated with obtaining resource consent due to assessment of an application against the policy framework for the underlying and usually rural zone.

It is not good planning practice to rely on a TRMP method to change the plan that is not provided for in RMA Schedule 1 and that may be unreliable for all stakeholders and plan users.

#### **4.1.7 Risk of not acting**

If land zoned but deferred for residential and business development is not released, there is a risk of there being insufficient residential and business capacity to accommodate the projected population growth - further increasing housing affordability issues.<sup>6</sup> Failing to provide sufficient land to meet demand would mean Council would fail to meet its requirements under the NPS -UD.

#### **4.1.8 Outcomes sought**

The Plan Change seeks to address the identified issues by enabling development of deferred land that has been identified for housing and business uses, for development, by:

- Providing a reliable and robust plan method that enables deferred land to be developed once specified infrastructure has been provided; and
- Rezoning deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate.

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<sup>6</sup> 2022-2052 Nelson Tasman Future Development Strategy

## 5. What are the options?

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### 5.1 Options for providing a reliable plan method for transitioning rural land to serviced urban and rural residential land

#### Option 5.1.1

Amend current TRMP method for transitioning to destination zones so that it continues to rely on the mapped deferred zone, but so that it operates in tandem with a trigger rule (where infrastructure requirements are clearly defined and planned to be delivered within the next 1 to 10 years). Once the trigger rule is satisfied, the deferred zone will engage the destination zone provisions already in the TRMP.

#### Option 5.1.2

Alter TRMP approach so that the land is live-zoned for the 'future' zoning (i.e. residential or industrial), but with an inbuilt trigger provision in the zone that prevents the 'future' anticipated development from being undertaken until certain conditions are met.

#### Option 5.1.3

Alter TRMP approach to move away from 'deferred zones' entirely and rely on 'live-zones'.

#### Option 5.1.4

Alter TRMP approach to move away from use of 'deferred zone' to use of 'Future Urban Zone' as provided for in National Planning Standards. When servicing is available a second plan change can then be initiated to change to the relevant urban zone.

#### Option 5.1.5

Status quo / do nothing.

The status quo is not considered a practical option as the current TRMP method for lifting deferrals on land identified for urban use is unreliable because it is not provided for in RMA Schedule 1.

Due to the risks associated with the unreliable method, deferred land is not being released for housing and business growth.

#### Preferred Option

Option 5.1.1 is preferred as assessed in section 10.1 of this report.

### 5.2 Options for releasing deferred land for development

Following review of the appropriateness of the deferred land for the destination zoning (e.g. Rural 1 deferred Residential), the following options are relevant to enable the release of the land for development.

#### Option 5.2.1

Retain deferrals on land where the reasons for deferral are not yet met. To remain deferred, funding for the infrastructure should be included in the TDC's Long Term Plan (LTP) within the next 1 to 10 years. The infrastructure upgrades required to service the area will be identified.

### **Option 5.2.2**

Upzone deferred land to the anticipated 'destination' zone where the reasons for the deferral are met. Generally deferred land is upzoned because three waters servicing is delivered. For example, rezone land from Rural 1 deferred Residential to Residential.

This option includes the addition of new planning provisions for land that is subject to risks associated with climate change including sea level rise, coastal inundation and flooding.

### **Option 5.2.3**

Rezone deferred land that cannot be adequately serviced for the anticipated deferred use to a more appropriate zone. For example, rezone land from Rural 2 deferred Residential to Rural Residential.

### **Option 5.2.4**

Downzone land that is inappropriate to be developed for urban use back to its underlying (pre-deferral) zone. For example, rezone land from Rural 1 deferred Residential to Rural 1.

### **Option 5.2.5**

Status quo / do nothing.

The status quo is not considered a practical option as the current TRMP method for lifting deferrals on land identified for urban use is unreliable because it is not provided for in RMA Schedule 1.

Due to the risks associated with the unreliable TRMP method for lifting deferrals, deferred land that is ready for development is not being released for housing and business growth.

### **Preferred Option**

Where appropriate, Option 5.2.2 is preferred as assessed in section 10.2 of this report. If not appropriate, except for the 'do nothing option' 5.2.5, – all of the other options are relevant.

## **6. What is the Statutory and Policy Context?**

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### **6.1 Introduction**

In carrying out a s32 analysis, an evaluation is required of how the proposal achieves the purpose contained in Part 2 of the RMA. Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources.

Sustainable management 'means managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety, while -

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment'.

In achieving this purpose, councils also need to recognise and provide for the matters of national importance identified in section 6, have particular regard to other matters referred to in section 7 and take into account the principles of the Treaty of Waitangi referred to in section 8.

## 6.2 Resource Management Act 1991

### 6.2.1 Section 6: Matters of National Importance and Section 7: Other Matters

Section 6 and Section 7 Matters are relevant to and addressed per deferred location in Appendix 1 - Assessment of Deferred Zone Locations Report. This includes:

- Section 6(h) the management of significant risks from natural hazards.
- Section 7(i) the effects of climate change.

### 6.2.2 Section 8: Treaty of Waitangi

The principles of the Treaty of Waitangi (Te Tiriti o Waitangi) have been taken into account and the Te Tauihu iwi are being consulted on the draft Plan Change and its provisions.

When feedback is received it will be considered that the principles of the Treaty of Waitangi have been taken into account during the development of this Plan Change.

### 6.2.3 Sections of RMA that relate to changing or amending district plans

The RMA prescribes the powers of a council to make and change plans, under Schedule 1 or sections 292 and 293.

A district plan must be prepared under Schedule 1. A Council may change a district plan at any time, and the procedures for doing so are also set out in Schedule 1.

A district plan is delegated legislation. Delegated legislation is a form of subordinate legislation and is inferior to primary legislation because it is created pursuant to that primary or “empowering” legislation such as the RMA.

The RMA provides that district plans are prepared to assist councils to carry out their functions to achieve its purpose which includes performing the functions under section 31. A district plan is mandatory for a district.

The process and functions of a council under Schedule 1 are quasi-judicial. Part 1 sets out the process for plan making, including jurisdiction for public submissions and participation, and appeals to the Environment Court.

While subject to submissions or appeals, the Council has a limited power under clause 16 to make amendments that are of minor effect or to correct minor errors without going through the Schedule 1 process or reverting to Court.

Section 293 provides for amendments to proposed plans where changes sought are beyond the scope of a proposed plan change. As the TRMP chapters relevant to this Plan Change are operative, section 293 does not apply.

Once a plan becomes operative, the RMA sets out the following methods that can be used to change the plan:

- A plan change using the Schedule 1 process.
- Clause 20A of Schedule 1, like clause 16 enables the correction of minor errors without using the Schedule 1 process.
- A Court direction under section 292. Section 292 provides a pathway for a Council to apply to the Court for directions to amend a plan to remedy a mistake, defect or uncertainty or to

give full effect to an operative plan. Section 292 addresses errors and cannot be used to provide relief beyond corrections of obvious deficiencies in a plan.

These sections of the RMA have been taken into account when preparing this Plan Change, the purpose of which is to ensure that TRMP methods for transitioning rural land to urban land comply with the RMA.

## 6.3 National Direction

The National Direction includes National Policy Statements and National Environment Standards as well as the New Zealand Coastal Policy Statement. The following National Policy Statements and National Environmental Standards are considered relevant.

### 6.3.1 National Policy Statement on Urban Development (NPS-UD)

The National Policy Statement on Urban Development (NPS-UD) has particular relevance to the Plan Change which seeks to re-zone land to provide for housing to meet growth outcomes.

Tasman District Council is a Tier 3 Council and is directed by Policy 2 to “...at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term and long term.”

Objective 1 of the NPSUD seeks that well-functioning urban environments provide for the needs of people and communities both now and into the future.

Objective 4 seeks that urban environments are provided that, over time, develop and change in response to the changing needs of people and communities and future generations.

Objective 8 seeks that urban environments support a reduction in greenhouse gas emission and are resilient to the current and future effects of climate change.

The policies which give effect to these objectives provide further direction on providing well-functioning urban environments which provide for different business sectors whilst ensuring accessibility to jobs, community services, natural and open spaces and public or active transport systems (Policy 1). Sufficient development capacity should be provided over the short, medium and long term to meet expected demand for housing and business land (Policy 2).

Policy 6 directs decision makers to recognise the benefits of well-functioning urban environments and that development may involve significant changes to an area which detract from the amenity value some people appreciate but improve amenity values appreciated by others, communities and future generations through the provision of increased and varied housing densities and types.

The Plan Change provides for business, and residential development opportunities on land already identified as suitable for urban growth through TRMP plan changes that deferred the land for urban use, Council’s Growth Model, LTP and more recently, since 2019, the FDS.

The Plan Change also takes account of the principles of Te Tiriti o Waitangi (Treaty of Waitangi) through engagement with iwi and incorporating feedback into the proposed Change provisions.

Overall, the Plan Change provisions will achieve the relevant objectives and policies of the NPS-UD by providing for a well-functioning urban environment to meet the needs of the community, taking account of Te Tiriti o Waitangi and ensuring future development supports a reduction in greenhouse gases.

### 6.3.2 National Policy Statement on Highly Productive Land (NPS-HPL)

The TRMP recognizes the need to protect productive land to provide for the social, economic, and cultural wellbeing of people in the district. This includes objectives and policies relating to the

protection of highly productive land to meet the reasonably foreseeable needs of future generations.

The provisions were supported by Classification System for Productive Land in Tasman (PLC) 1994: The PLC system was developed by Agriculture New Zealand for Tasman District Council in 1994, when it was found that the LUC system consistently undervalued some types of soils and climatic areas in the region (Highly Productive Land – Tasman District Council Submission to the Ministry for the Environment, October 2019).

Prior to October 2022, when the National Policy Statement on Highly Productive Land (NPS-HPL) became operative, plan changes rezoning rural land for urban purposes were assessed in terms of the TRMP provisions and PLC 1994. Unfortunately, several of Tasman urban centres are located on productive land and the possible development options available for consideration involve the urbanisation of at least some productive rural land. (e.g.: Richmond, Motueka, Takaka, Brightwater) There is a trade-off between land available for productive purposes and land available for urban development.

The NPS-HPL and the TRMP Urban and Rural Environment Effects chapters 6 and 7 seek to ensure that the most favourable soils for food and fibre production are protected now and for future generations.

The deferred land, which is the subject of this plan change, is identified for future urban development through TRMP plan changes that assessed and rezoned the land for urban use either in terms of the TRMP provisions and, since October 2022, the NPS-HPL. The specific urban use of the land is identified albeit with a deferral, generally for services (e.g. Rural 1 deferred Residential). The NPS-HPL is therefore not considered applicable to this proposed Plan Change.<sup>7</sup>

### **6.3.3 New Zealand National Coastal Policy Statement**

The New Zealand Coastal Policy Statement, 2010, (NZCPS) guides local authorities in their day-to-day management of the coastal environment. Key objectives of the NZCPS are summarised:

Objective 1: To safeguard the integrity of the coastal environment.

Objective 2: To preserve the natural character of the coastal environment and protect natural features and landscape values...

Objective 3: To take account of the principles of the Treaty of Waitangi, recognise the role of tangata whenua as kaitiaki and provide for tangata whenua involvement in management of the coastal environment.

Objective 4: To maintain and enhance the public open space qualities and recreation opportunities of the coastal environment.

Objective 5: To ensure that coastal hazard risks, taking account of climate change, are managed including by locating new development away from areas prone to such risks.

Objective 6: To enable people and communities to provide for their social, economic, and cultural wellbeing and their health and safety, through subdivision, use, and development, while recognising and protecting specified values.

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<sup>7</sup> NPS-HPL s3.5(7) refers.



Objective 7: To ensure that management of the coastal environment recognises and provides for New Zealand’s international obligations.

The NZCPS Objective 5 and policies 24-27 are relevant to risk of coastal hazard and provide for:

- identification of coastal hazards over 100+ years
- emphasis on avoidance and risk reduction
- promotion of use of natural defences
- promotion of sustainable risk reduction strategies, limited circumstances for use of hard protection structures.

NZCPS Policy 24 Identification of Coastal Hazards requires councils to ‘take into account national guidance and the best available information on the likely effects of climate change on the region or district’. Of relevance are the Ministry for the Environment’s Coastal Hazards and Climate Change Guidance (February 2024), in conjunction with the NZ SeaRise: Te Tai Pari O Aotearoa Programme (launched 2022) (see Appendix 5 for more information).

The NZCPS is relevant to this Plan Change as some of the TRMP deferred land is low-lying and affected by coastal processes. The Plan Change reviews the ‘end use’ zone of these deferred locations (e.g. Richmond West, Lower Queen Street - Rural 1 deferred Light Industrial sites; Marahau - Rural 1 deferred Tourist Services and Residential sites; and Patons Rock – Rural 2 deferred Residential sites) in context of current national direction.

## 6.4 Operative Regional Policy Statement

The Tasman Regional Policy Statement (TRPS) and TRMP include existing policies, objectives and methods of implementation that are relevant to this proposed Plan Change in terms of:

- Providing for residential development.
- Avoiding, remedying, or mitigating the adverse effects of urban development.
- Ensuring the efficient use and development of resources.
- Protecting productive land.
- Managing flood hazard and stormwater.
- Providing adequate reserving space and conserving heritage values.
- Providing for Compact Density Development in specified development areas.

These existing provisions are applied to the deferred zone locations included in this plan change. The relevant objectives, policies, and methods in the operative TRPS are identified in Appendix 3.

## 6.5 Iwi Management Plans

The following Iwi Management Plans (IMP) are considered relevant to this topic. The table below identifies the particular document and the provisions within it which have relevance to this Plan Change.

The Iwi management plans and strategies below, support planning designed to prevent adverse effects on the natural environment. Deferring zoning for urban uses until services are provided is designed to prevent adverse effects of urban development on surrounding natural environments.

Also, in Appendix 1 - Assessment of Deferred Zone Locations Report, iwi interests and values are considered for each of the deferred locations.

### ***Ngāti Koata No Rangitoto ki te Tonga Trust Iwi Management Plan 2002***

The purpose of the Ngāti Koata Iwi Management Plan (IMP) is to articulate who Ngāti Koata are and explain their link to Te Taihū to encourage proactive involvement in decision making which may affect their interests. The IMP also specifies the appropriate methods of consultation. The IMP identifies the importance of the relationship between land, air, and water and that modification to land can adversely affect the resources of value to Ngāti Koata.

Relevant to this Plan Change, the IMP objectives refer to maintenance and enhancement of freshwater aquatic ecosystems and water quality, protection of Ngāti Koata heritage values and the maintenance and enhancement of landscape values of significance to Ngāti Koata and the reduction of discharges which increase greenhouse gas levels.

### ***Ngāti Tama ki Te Taihū Environmental Management Plan 2018***

The purpose of the Ngāti Tama ki Te Taihū Environmental Management Plan (EMP) is to highlight Ngāti Tama's aspirations for managing ancestral whenua, awa, wāhi tapu and wāhi taonga in the Ngāti Tama ki Te Taihū rohe. The Plan is a tool for Ngāti Tama as well as a guide for Council's and Government agencies to understand the issues that are significant to Ngāti Tama. The Plan outlines key values for Ngāti Tama ki Te Taihū, explains an appropriate engagement and consultation process and outlines key aspirations, issues and actions.

Relevant to this Plan Change, the EMP seeks protection for areas with cultural heritage value; the mauri of water bodies is protected. It also seeks that urban development is contained within urban zones to protect productive rural areas and that any urban development maintains and enhances the natural environment. Ngāti Tama has expressed interest in being actively involved in any decision-making process which involve zoning land.

### ***Ngāti Rārua Environmental Strategy 2021***

The primary purpose of the Ngāti Rārua Environmental Strategy 2021 is to assist Ngāti Rārua to effectively engage in environmental management. The Strategy highlights values priorities and aspirations for environmental management that are important to Ngāti Rārua and provides value for Council's and Government agencies to understand what issues are significant to Ngāti Rārua. The Strategy identifies Ngāti Rārua's history with Te Taihū and their areas of interest and outlines key objectives.

Relevant to this Plan Change, the Strategy encourages affordable housing options, opposes development in areas of significance to Ngāti Rārua and discourages urban development within areas of high natural values or on highly productive rural land. The Strategy also seeks the incorporation of cultural values in urban development and encourages the use of appropriate Māori names in areas of new development.

### ***Te Ātiawa o Te Waka-A-Māui Iwi Environmental Management Plan***

The Te Ātiawa Iwi Environmental Management Plan (IEMP) explains in general terms the values that are common to Te Ātiawa o Te Waka-A-Māui. The IEMP also outlines key relationships between Te Ātiawa, other iwi, Council's and Government agencies as well as consultation processes and the matters of particular importance to Te Ātiawa.

Relevant to this Plan Change, the IEMP contains objectives which seek to positively offset through mitigation and enhancement measures any adverse effect of use and development in the Te Ātiawa rohe to ensure sustainable resource use opportunities for iwi, hāpu and whānau.

## ***Pakohe Management Plan 2015 – Ngāti Kuia***

The purpose of the Pakohe Management Plan (PMP) is to maintain the whakapapa and historical connections to Pakohe (a generic term used by Ngāti Kuia for workable stone to make tools) for current and future generations and to ensure sustainable management. The Plan sets out key relationships between Ngāti Kuia and Councils and Government agencies and identifies Ngāti Kuia association with Pakohe.

Based on the information contained within the PMP, the Plan Change is unlikely to affect Ngāti Kuia's ability to maintain a connection to Pakohe. However, consideration will be given to managing adverse effects on sites of cultural significance to Māori as part of the Plan Change process.

## **6.6 Other Relevant Management Plans, Policies and Strategies**

Section 3.1 of this report has assessed the relationship between Council key plans and strategies (Plan Changes that deferred land, Future Development Strategy, Growth Model and the Council's Long-Term Plan) and the Plan Change. However, the following plans, policies and strategies are also relevant to the Plan Change:

### ***National Adaption Plan (2022)***

The National Adaption Plan (NAP) sets out a long-term strategy for the Government's approach to adapting to climate change. The Plan contains Government-led strategies, policies and proposals to assist New Zealanders adapt to the effects of a changing climate and respond to the risks identified in the National Climate Change Risk Assessment 2020.

Under the RMA 1991, councils are required to 'have regard' to the NAP when preparing or changing their resource management plans. Through this plan change, the Council contributes to the following NAP goals and priorities:

- Goal 1: Reduce vulnerability to the impacts of climate change
- Goal 2: Enhance adaptive capacity and consider climate change in decisions at all levels
- Goal 3: Strengthen resilience
- Priority 1: Enabling better risk-informed decisions
- Priority 2: Driving climate-resilient development in the right locations
- Priority 3: Considering adaptation options, including managed retreat

This has been achieved by (a) undertaking an analysis of each deferred location / site in relation to exposure to natural hazards and sea level rise scenarios, and (b) considering a range planning options and responses to ensure that the land use of each site avoids or mitigates any natural hazard risks and is resilient to the effects of climate change.

When making or changing resource management plans, including to give effect to the provisions of the NZCPS, the NAP requires councils to consider a range of recommended climate change scenarios. The scenarios reflect the latest global climate change projections released in the Intergovernmental Panel on Climate Change Sixth Assessment Report downscaled to Aotearoa New Zealand (and presented on the online NZ SeaRise platform). Appendix 6 details the analysis of these climate change scenarios (SSP2-4.5 M, SSP5-8.5 M, and SSP5-8.5 H+). The SSP5-8.5 H+ scenario has been applied to determine the landward boundary to consider coastal hazards and sea level rise impacts, in addition to consideration of vertical land movement.

### ***Emission Reduction Plan (2022)***

Climate change mitigation largely focuses on reducing greenhouse gas emissions. The Emission Reduction Plan (ERP) contains strategies, policies and actions for achieving New Zealand's first

emissions budget and contributing to global efforts to limit global temperature rise to 1.5°C above pre-industrial levels. The ERP is based on five guiding principles:

- Principle 1: Playing our part
- Principle 2: Empowering Māori
- Principle 3: Equitable transition
- Principle 4: Working with nature
- Principle 5: A productive, sustainable and inclusive economy

Under the RMA 1991, councils are required to 'have regard' to the ERP when preparing or changing their resource management plans. Councils can support the ERP's five principles through resource management plan-making by considering climate change issues and the role that plans have in reducing greenhouse-gas emissions.

Both the TRMP and FDS support a reduction in greenhouse gas emissions by promoting compact urban form.

At a local level transport, particularly private car usage, is a key contributor to greenhouse gas emissions and promotion of public transport, cycling and walking are closely linked to compact urban form. Council's Walking and Cycling Strategy which supported the Long-Term Plan outlines provision of cycleways and walkways. Through these measures reliance on private cars can be actively reduced as people are encouraged and supported to utilise other transport options.

Generally the deferred land consolidates urban form, connects with existing active and passive transport corridors and is close to employment opportunities.

#### ***Tasman Climate Action Plan (2019)***

The Tasman Climate Action Plan (TCAP) sets goals, targets and actions relating to the key themes of mitigation (how greenhouse gas emissions can be reduced from Council's activities), adaption (ways to respond to the changing environment) and leadership (how the Council can lead by example, advocate, and encourage the community to take action).

The Action Plan is a first step in Council's initial response to the urgent need to take action on climate change, to build climate resilience and reduce greenhouse gas emissions. The Action Plan includes recommendations that decision-making uses the best available data, local knowledge and Mātauranga Māori. The Plan also sets targets for:

- reducing greenhouse emissions which includes promotion of active transport modes (walking and cycling); and
- resilience to the impact of climate change, including improvements to the infrastructure network to increase resilience and avoiding development and infrastructure in areas at higher risk of climate change effects.

This Plan Change takes account of TCAP in the same way that it accounts for NAP and ERP, above. It is noted that the Council has also prepared a draft Climate Response Strategy and Action Plan which was released for community feedback earlier this year. The Strategy and Action Plan is being developed alongside the 2024 LTP and will replace and build on the principles of the TCAP, and the Plan Change is consistent with this draft.

#### ***Tasman Walking and Cycling Strategy 2022***

The Strategy aims to improve transport network capacity, promote healthy communities through safe active transport options, reduce the effects of carbon emissions on the environment and create vibrant urban areas where people can access amenities and facilities on bike or foot. The Strategy sets a target to double the number of trips made by walking or cycling to work in urban areas by

2030 and triple by 2050. This strategy sets targets for Council to implement through policies and actions.

The extent to which this Plan Change gives effect to the strategy is assessed for each deferred zone location.

### ***Regional Public Transport Plan***

The Regional Public Transport Plan provides details of the investment programme required to increase the role of public transport is delivering a multimodal sustainable transport future for the Nelson Tasma Region over the next 10 years. Stage 1 of the Plan includes a regional commuter service from Wakefield via Brightwater to Richmond and Motueka to Richmond. The services will then connect into an express service to Nelson. This new service will provide frequent services, particularly at key commuter times.

### ***Together Te Taiuhu and Te Rautaki-a-Rohe mo Te Taiuhu: Our Regional Strategy for Our People and Place***

‘Together Te Taiuhu’ - a partnership agreement for a stronger Te Taiuhu agreed between the eight te taiuhu and three Top of the South Councils is informed by and recognises the Te Taiuhu Intergenerational Strategy, Tupunas Pono. The Strategy was endorsed by the eight Iwi and the three Councils in 2020.

The Strategy includes eight key outcomes and actions to try and achieve the best possible future for the people of Te Taiuhu:

- Te Taiao – Natural world
- Pūtea – Economy
- Te Taiuhutanga – Identity
- Te Tangata – People and Communities
- Te Rākau Taumatua – Place
- Pap Whenua – Infrastructure
- Rangatiratanga – Leadership
- Mātauranga – Knowledge
- 

The Plan Change aligns with the Te Taiuhu Intergenerational Strategy by providing for housing and housing choice, close to or within existing urban centres to align with outcomes that seek to reduce emissions.

## **6.7 National Planning Standards**

The National Planning Standards were introduced in April 2019 with the purpose of improving the consistency between Resource Management Plans and Policy Statements across New Zealand. The Standards provide requirements for the structure and content of regional and district plans.

This Plan Change has been drafted to fit within the existing structure of the operative TRMP with changes only where necessary to achieve the purpose of the Plan Change. Given the narrow scope of the Change there has been limited opportunity to incorporate the requirements of the National Planning Standards – other than by relabelling a zone “Commercial” rather than “Tourist services”. The Standards do not provide for a “Tourist Services” zone.

Council is in the process of developing a new plan which will be prepared in accordance with the National Planning Standards.

## 7. How was the Scale and Significance Evaluated?

Section 32 (1)(c) of the RMA requires that a Section 32 report contains a level of detail that corresponds with the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposed objectives, policies and methods.

The level of detail undertaken for the subsequent evaluation of the proposed objectives, policies and methods has been determined by the scale and significance assessment carried out in this section.

The scale and significance can also be affected by the reason for the change which has been accounted for.

### 7.1 Evaluation of Scale and Significance

The evaluation process, and the items that have been used to test the level of scale and significance are set out in the table below. Following this is a statement of what level of scale and significance has been applied to this topic and a summary of why this level is considered appropriate.

		Low	Medium	High
1	Degree of change from the Operative Plan or the status quo	✓		
2	Effects on matters of national importance (s6)	✓		
3	Effects on Other Matters (s7)	✓		
4	Relevant to the principles of the Treaty of Waitangi (s8)	✓		
5	Relevance to Te Ao Māori, Iwi management plans and level of interest expressed by iwi	✓		
6	Scale of effects geographically (local, district wide, regional, national), and duration of likely effects	✓		
7	Scale of effects on people (how many will be affected and degree of interest – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	✓		
8	Scale of effects on those with specific interests, e.g., industry groups:	✓		
9	Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? Is it consistent, inconsistent, or contrary to those? Is this a new issue in the region? Or have uncertainties around evidence, or benefits and costs			
9.1	<i>There is a low degree of policy risk for Council as the overall purpose of this Plan Change is to a) provide a robust method to enable deferred land to be released for development when required; and b) to release deferred land for development that has been identified for housing and business uses.</i>	✓		
10	Likelihood of increased costs or restrictions on individuals, communities, or businesses.			
10.1	<i>Landowners of deferred land that is proposed to be downzoned (e.g. Rezone Rural 1 deferred Residential to Rural 1) or closed to further subdivision will be moderately to significantly affected. This involves the following locations:</i>			
	<i>• Richmond, Lower Queen Street - Rural 1 deferred Light Industrial zone location – rezone location Light Industrial but with limitations on use.</i>			✓
	<i>• Marahau, Rural 1 deferred Residential site – down-zone to Rural 1.</i>			✓
	<i>• Marahau, Rural 1 deferred Tourist Services – rezone Commercial and close site to subdivision.</i>		✓	

Overall, the scale of significance is assessed as low and therefore, the level of detail provided within this evaluation is commensurate with the scale and significance of the environmental, economic, and cultural effects that are anticipated from the implementation of the provisions.

The low level of significance is applicable as the Plan Change largely seeks to strengthen the plan provisions relating to deferred zones and to rezone deferred land to the ‘destination’ zone where the reason for the deferral (generally infrastructure provision) has been met.

## 8. What are the Proposed Objectives, Policies and Methods?

### 8.1 Proposed Objectives, Policies and Methods

The objectives of this Plan Change and the proposed changes to the TRMP text, including a new objective, new policies and rules, as well as amended planning maps are summarised below.

The schedule of TRMP text amendments can be found in Appendix 6. The changes to the planning maps can be found in Appendix 7.

TRMP Provision	Amendment
Volume 1: Text Part II – Land	
Chapter 6.3. - Urban Infrastructure Services	<ul style="list-style-type: none"> <li>• Introduction of new objective 6.3.2.3 to affirm the servicing outcomes that are expected to be achieved when deferred zones are developed.</li> <li>• Introduction of new policy 6.3.3.4D to ensure that development of deferred zones does not precede the delivery of the necessary infrastructure.</li> <li>• Amendment to 6.3.30 Principal Reasons and Explanation to explain the purpose of the new objective and policy.</li> </ul>
Chapter 6.5 – Land for Industrial Activities	<ul style="list-style-type: none"> <li>• Amendment to Policy 6.5.3.10 to enable industrial activities and buildings that are temporary, relocatable or readily removable in the short to medium term; and to ensure that industrial activities and buildings are removed from the land that is subject to Schedule 17.4A (as identified on the planning maps) when inundation risks and coastal hazards are unacceptable.</li> <li>• Assessment of when inundation risks and coastal hazards become unacceptable is achieved through new rules in Chapter 17 and in Schedule 17.4A. A trigger level of <i>(trigger level is to be confirmed)</i> is set which triggers the need to relocated activities and buildings off the land, or the need for reevaluation through a resource consent process.</li> <li>• Consequential amendments to Methods of Implementation and Principal Reasons and Explanation (6.5.20 and 6.5.30).</li> </ul>
Chapter 6.8 Richmond	<ul style="list-style-type: none"> <li>• Amendment to policy 6.8.3.11 and addition of policy 6.8.3.11A - to avoid the long-term industrial use of land in Richmond West that is at risk of exposure to inundation, coastal hazards and sea level rise in the long term.</li> </ul>

	<ul style="list-style-type: none"> <li>Consequential amendments to Principal Reasons and Explanation (6.8.30).</li> </ul>
Chapter 13 – Natural Hazards	<ul style="list-style-type: none"> <li>Addition of policies 13.1.3.7A and 13.1.3.7B to avoid the long-term presence of industrial development in the light industrial area of Lower Queen Street and to require the retreat of industrial activities and buildings from area when sea level rise reaches and passes critical thresholds.</li> <li>Consequential amendments to Methods of Implementation, Principal Reasons and Explanation (13.1.20 and 13.1.30).</li> </ul>
Chapter 16.3 – Subdivision	<ul style="list-style-type: none"> <li>Consequential amendments to support rezoning of deferred zone locations including: <ul style="list-style-type: none"> <li>Addition of indicative walkway reserve separating the Mixed Zone from the Residential zone west of Borck Creek in the Richmond West Development Area.</li> <li>Limitation of subdivision in the proposed Commercial Closed Zone in Marahau.</li> <li>Limitation of subdivision in the proposed the Light Industrial zone subject to Schedule 17.4A in Richmond West.</li> </ul> </li> </ul>
Chapter 17.1 – Residential zone	<ul style="list-style-type: none"> <li>Addition to fencing conditions to limit the height of fences in Residential zone fronting an additional indicative walkway located between the Residential and Rural 1 deferred Mixed Business Zone west of Borck Creek in the Richmond West Development Area.</li> </ul>
Chapter 17.3 – Mixed Business zone	<ul style="list-style-type: none"> <li>Addition to landscaping conditions to require amenity planting amenity planting at least 2.5 metres wide along any boundary of a site that adjoins the Open Space Zone separating the Residential Zone from the Mixed Business Zone west of Borck Creek in the Richmond West Development Area.</li> </ul>
Chapter 17.4 – Industrial zone	<ul style="list-style-type: none"> <li>Addition of a new Schedule 17.4A to manage medium term industrial activities and buildings in the low-lying Light Industrial Zone area along Lower Queen Street together with necessary consequential amendments.</li> </ul>
Chapter 17.14 - Deferred zone rules	<ul style="list-style-type: none"> <li>Amendment to Scope of Section 17.14 1 to update scope of chapter.</li> <li>Introduction of new rule in new 17.14.2 to provide that before: <ul style="list-style-type: none"> <li>Before development anticipated by a deferred zoning can be undertaken, the infrastructure requirements must be delivered.</li> <li>Development anticipated by a deferred zoning must be undertaken within 10 years of the date on which the plan change that deferred the zoning becomes operational.</li> </ul> </li> <li>Consequential amendment to 17.14.30 Principal Reasons and Explanation to explain the purpose of the amended method.</li> <li>Schedule 17.14A - amendments to trigger conditions for deferred zone locations to clearly identify the infrastructure requirements.</li> </ul>
Chapter 19: Information Requirements	<ul style="list-style-type: none"> <li>Additions to requirements to support proposed Rule 17.4A.2.2.</li> </ul>



Volume 2: Planning Maps Zone Maps	<ul style="list-style-type: none"> <li>Update to relevant Zone Maps to show new proposed zoning for deferred zone locations.</li> </ul>
Volume 2: Planning Maps Areas Map	<ul style="list-style-type: none"> <li>Update to relevant Area Maps to show new or amended indicative road layout, new indicative reserve area and new indicative walkway for deferred zone locations.</li> </ul>

## 9. Are the Proposed Objectives the most appropriate way to achieve the purpose of the Act?

### 9.1 Evaluation Context

This section of the report evaluates the proposed new objectives to determine whether they are the most appropriate way to achieve the purpose of the Act.

Section 32 encourages a holistic approach to assessing objectives, rather than looking at each objective individually. This recognises that the objectives may work inter-dependently to achieve the purpose of the Act.

For the purposes of this evaluation the following criteria form the basis for assessing the appropriateness of the proposed objectives:

Category	Criteria
Relevance	<ul style="list-style-type: none"> <li>Directed to addressing a resource management issue</li> <li>Focused on achieving the purpose of the Act</li> <li>Assists the Council to carry out its statutory functions (RMA s.30 and s.31)</li> <li>Within scope of higher-level documents</li> </ul>
Feasibility	<ul style="list-style-type: none"> <li>Acceptable level of uncertainty and risk</li> <li>Realistically able to be achieved within Council's powers, skills, and resources</li> </ul>
Acceptability	<ul style="list-style-type: none"> <li>Consistent with identified iwi/Māori and community outcomes</li> <li>Will not result in unjustifiably high costs on the community or parts of the community</li> </ul>

### 9.2 Evaluation of the Proposed Plan Change Objective

In accordance with RMA sections 32(1)(a) and 32(6)(b), the overall purpose, and thus the objective, of this Plan Change is to release deferred land for development that was previously identified for housing and business uses, by:

(a) Clarifying and strengthening the TRMP method for transitioning land to its destination zone for plan users by aligning the provisions with RMA Schedule 1 process; and

(b) Rezoning deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate.

To better achieve the Plan Change purpose, the Plan Change adds a new objective to the existing objective set Urban Infrastructure Services 6.3

The reasonably practicable options for achieving the objectives are set out in section 5.5 of this report.

For ease of reference the relevant options are repeated below and then evaluated in the following table titled: '9.2 Plan Change Objectives Assessment'.

**Option 1.1 (Preferred)**

Amend current TRMP method for transitioning land to its destination zone so that it continues to rely on the mapped deferred zone, but so that it operates in tandem with a trigger rule (where infrastructure requirements are clearly defined and planned to be delivered within ten years). Once the trigger rule is satisfied, the deferred zone will engage the zone provisions for its anticipated end use that are already in the TRMP. Development can then proceed without waiting for a plan change to rezone the land to its anticipated end use.

A Schedule 1 plan change is required to amend the TRMP to rezone the deferred land to the 'destination' zone.

**Option 1.2**

Alter TRMP approach so that the land is live zoned for the 'future' zoning (i.e. residential or industrial), but with an inbuilt trigger provision in the zone that prevents the 'future' anticipated development from being undertaken until after certain conditions are met.

**Option 1.3**

Alter TRMP approach to move away from 'deferred zones' entirely and rely on 'live zones.'

**Option 1.4**

Alter TRMP approach to move away from use of 'deferred zone' to use of 'Future Urban Zone' as provided for in National Planning Standards.

**Option 1.5**

Status quo / do nothing.

The status quo is not considered a practical option as the current TRMP method for lifting deferrals on land identified for urban use is unreliable because it is not provided for in RMA Schedule 1.

Due to the risks associated with the unreliable method, deferred land is not being released for housing and business growth.

## 9.2 Plan Change Objectives Assessment

The overall purpose of this Plan Change is to a) provide a robust method to enable deferred land to be released for development when required; and b) to release deferred land for development that has been identified for housing and business uses.

To achieve this purpose, the Change:

- (a) Clarifies and strengthens the TRMP method for transitioning land to its destination zone for landowners and plan users and aligns the provisions with RMA Schedule 1 process; and
- (b) Rezones deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate

### The objectives

The key TRMP existing and proposed objectives which relate to the purpose of this plan change are:

- 6.3.2.1 Sustainable urban growth that is consistent with the capacity of services and has access to the necessary infrastructure such as water supply, roading, wastewater and stormwater systems.
- 6.3.2.2 Retention of opportunities for efficient future urban purposes on rural land that is identified for future urban use and development but deferred for this purpose, while enabling rural activities for the time it remains deferred.

#### 6.3.2.3 Deferred zones are developed in a way that:

- (a) provides a safe, well-connected and legible transport network that integrates with the surrounding transport network and local facilities; and that enables active and public modes of transport and a shift to renewable energy sources; and
- (c) provides appropriate servicing infrastructure (water, wastewater stormwater, power and internet) that is integrated with adjoining land and surrounding networks, so as to minimise adverse effects on the natural and built environment.

9.2 - Plan Change Objective Assessment continued				
	<p><b>Option 1.1 (Preferred)</b> Amend current TRMP method for transitioning land to its destination zone so that it continues to rely on the mapped deferred zone, but so that it operates in tandem with a trigger rule with conditions (where infrastructure requirements are clearly defined and LTP has programmed delivery within the next ten years).</p> <p>Once the trigger rule is satisfied, the deferred zone will engage the specified zone provisions for its anticipated end use that are already in the TRMP. Development can then proceed without waiting for a plan change to rezone the land to its anticipated end use.</p> <p>Notwithstanding the above, a Schedule 1 plan change is required to rezone the deferred land to the 'destination' zone.</p>	<p><b>Option 1.2</b> Alter TRMP approach so that the land is live zoned for the 'future' zoning (i.e. residential or industrial), but with an inbuilt trigger provision in the zone that prevents the 'future' anticipated development from being undertaken until certain conditions are met.</p>	<p><b>Option 1.3</b> Alter TRMP approach to move away from 'deferred zones' entirely and rely on 'live zones.'</p>	<p><b>Option 1.4</b> Alter TRMP approach to move away from use of 'deferred zone' to use of 'Future Urban Zone' as provided for in the National Planning Standards.</p>
<b>1. Relevance</b>				
<p>1.1 Directed to addressing a resource management issue</p>	<p>The Plan Change addresses the following resource management issues:</p> <ul style="list-style-type: none"> <li>• Providing sufficient serviced urban land to meet residential and business growth projections for the region while addressing adverse effects on the environment.</li> <li>• Once a trigger rule is met, the method enables the anticipated urban development to proceed without waiting for a second plan change to formalise the change from deferred zone status to the 'destination' zone,</li> </ul>	<p>As for Option 1.1.</p>	<p>Due to the risk of ad hoc discretionary and non-complying subdivision being sought to facilitate the anticipated activities, this option potentially may not effectively or efficiently address the resource management issue of providing sufficient serviced urban land for projected urban growth while addressing adverse effects on the environment.</p>	<p>This option addresses the issue but, for the next 10 years is likely to be less efficient and effective than the proposed Option 1.1 as it is likely to delay the release of a significant amount of deferred land that is serviced (about 66 hectares) and further land that is programmed to be serviced and needed for urban growth in the next 10 years given Council's capacity limits.</p> <p>For land identified for urban use beyond 10 years, this option is likely appropriate</p>

	e.g.: to change the zone from Rural 1 deferred Residential to Residential.			<p>given the risk and uncertainty associated with infrastructure design, costs of delivery and environmental contexts over the long term. The scope of this plan change does not address the issue of land identified for urban use beyond 10 years.</p> <p>Council is on the cusp of developing a new plan. This transition is expected to take several years.</p> <p>This option is not efficient as two plan changes will be required to enable anticipated development to proceed on land expected to be serviced within 10 years, the first to change the zoning to Future Urban Zone, the second to change the zone to the final urban end use zone e.g. Residential.</p>
1.2 Focused on achieving the purpose of the Act	<p>The objective of this Plan Change helps to achieve the purpose of the Act by:</p> <ul style="list-style-type: none"> <li>• providing a reliable plan method for transitioning rural land to serviced urban land;</li> <li>• providing serviced land for urban development to meet the economic, social and cultural well-being of the community;</li> <li>• ensuring land is used efficiently and adverse effects are addressed.</li> </ul>	As for Option 1.1.	<p>This option potentially may not achieve the purposes of the Act relating to efficient use of land and effective management of adverse effects because:</p> <ul style="list-style-type: none"> <li>• it increases the risk of ad hoc discretionary and non-complying subdivision being sought to facilitate the anticipated activities with associated risk of inefficient infrastructure development / extensions.</li> </ul>	As for 1.1 directly above.
1.3 Assists the Council to carry out its statutory functions (RMA s.30 and s.31)	<p>The objective of this Plan Change assists Council with carrying out its statutory functions by:</p> <ul style="list-style-type: none"> <li>• providing a reliable method that aligns with RMA Schedule 1 for transitioning rural or low-density residential land for</li> </ul>	As for Option 1.1.	Due to the risk of ad hoc discretionary and non-complying subdivision being sought to facilitate the anticipated activities, this option increases the uncertainty and risk of Council	Due to the risk and uncertainty associated with substantial change to both the national and Council RMA planning frameworks, for the next several years, this option is less effective at ensuring there is sufficient development capacity for urban growth

	<p>housing and business, including higher density development;</p> <ul style="list-style-type: none"> <li>• contributes to the serviced land needed to provide for projected urban growth – RMA s30(1)(ba) and s31(1)(aa).</li> </ul>		<p>carrying out its statutory functions efficiently and effectively particularly regarding:</p> <ul style="list-style-type: none"> <li>• ensuring there is sufficient serviced land for urban growth – RMA s30(1)(ba) and s31(1)(aa);</li> <li>• ensuring network services are of acceptable standard;</li> <li>• achieving functional and good urban outcomes, particularly for higher density urban development.</li> </ul>	<p>and therefore assisting Council in carrying out its statutory functions under RMA sections 30(1)(ba) and 31(1)(aa).</p>
<p>1.4 Within scope of higher-level documents</p>	<p>The objective of this Plan Change is within the scope of the RMA, because:</p> <ul style="list-style-type: none"> <li>• it aligns with Schedule 1 provisions for amending RMA plans and makes it clear from the face of the plan: <ul style="list-style-type: none"> <li>- what infrastructure is required to be delivered for the anticipated activity to proceed and when that infrastructure is programmed for delivery,</li> <li>- what zone rules apply to the activity.</li> </ul> </li> <li>• The use of trigger rules is appropriate where there is a known upgrade required that can be properly described, and where a high degree of certainty can be provided within the planning framework that the upgrade will be delivered.</li> </ul> <p>The objective of this Plan Change is within the scope of the NPS-UD, particularly Objective 6:</p>	<p>As for Option 1.1.</p>	<p>As for 1.2 above</p> <p>Also, the option increases the risk of Council not achieving NPS-UD Objectives 4 and 6 relating to good amenity outcomes for urban development and the funding and servicing of strategic, integrated urban development due to increased risk of ad hoc, discretionary and non-complying subdivision being sought.</p>	<p>This option is within the scope of the RMA and NPS-UD. In the next 10 years, however, this option is likely to be less effective at achieving the supply of urban land directed by the NPS-UD due to the risk and uncertainty associated with substantial change to the national and Council RMA planning frameworks.</p>

	<ul style="list-style-type: none"> <li>because it releases serviced land previously identified as needed for projected urban growth demand.</li> </ul>			
<b>2. Feasibility</b>				
2.1 Acceptable level of uncertainty and risk	<p>Levels of risk and uncertainty are reduced from current levels as trigger provisions will describe, clearly and precisely:</p> <ul style="list-style-type: none"> <li>what infrastructure is required;</li> <li>that funding for infrastructure is programmed in the LTP within a 10-year timeframe from the operative date of deferral.</li> <li>what plan provisions apply to the land before and after services are delivered.</li> </ul> <p>There is a new risk that more detailed descriptions of what infrastructure is needed may become outdated before the services are provided.</p> <p>The current risk that programmed LTP funding is not available/delayed is reduced by limiting the use of the “deferral” method to land that is programmed to be funded in the LTP within 10 years.</p>	<p>Levels of risk and uncertainty are higher than for Option 1.1 because:</p> <ul style="list-style-type: none"> <li>the Plan Change method is different to that used in the current TRMP (spatial layer rather than zoning used to indicate locations where new / upgraded servicing is required) so the degree of change to the TRMP is greater.</li> </ul> <p>Some of the other risks are similar in that:</p> <ul style="list-style-type: none"> <li>the descriptions of what infrastructure is needed may become outdated before provided;</li> <li>programmed LTP funding is not available/delayed.</li> </ul>	<p>If land is zoned for urban use without appropriate servicing, this option potentially increases the cost, uncertainty and risk of development associated with Discretionary and Non-Complying subdivision and land use for all stakeholders - Council, developers and consequently the broader community as costs are usually factored into the supply chain.</p>	<p>There is a high risk that this option would not supply the serviced urban land needed for growth directed by the NPS-UD over the next 10 years due to Council’s capacity limits and the uncertainty associated with substantial changes to the RMA planning framework.</p>
2.2 Realistically able to be achieved within Council’s powers, skills, and resources	<p>The Plan Change principally adopts the existing TRMP format and provisions with some amendments to increase robustness and compliance with RMA Schedule 1. This helps to ensure that the provisions are realistic as they are familiar and, in part, have been previously utilised and tested.</p>	<p>The levels of risk and uncertainty are higher than for Option 1.1 because the changes to the current TRMP are more extensive, new to all stakeholders and will have to be tried and tested.</p>	<p>As for 2.1 directly above.</p>	<p>Given the uncertainties and costs associated with substantial changes to the RMA planning framework, coupled with Council’s capacity limits, there is a risk that the release of a significant amount of deferred land that is serviced (about 66 ha) and further deferred land that is programmed to be serviced and is needed for urban development in the next 10 years may be delayed.</p>

3. Acceptability				
<p>3.1 Consistent with identified iwi/Māori and community outcomes</p>	<p>The Plan Change incorporates feedback from Iwi by XX (to be completed after consultation on this draft).</p> <p>Deferring zoning until services are provided is designed to prevent adverse effects of urban development on surrounding natural environments. Iwi management plans and strategies indicate that at high level, this method is likely to be supported by iwi.</p>	<p>As for Option 1.1.</p>	<p>Higher level iwi planning documents indicate that iwi are unlikely to support this option as the risk of inappropriately serviced development resulting in adverse effects on the natural environment is higher than for Option 1.1</p>	<p>As for Option 1.1</p>
<p>3.2 Will not result in unjustifiably high costs on the community or parts of the community</p>	<p>The local community is familiar with and, anecdotally, supports the deferred zone method. The method reduces the holding costs of developers because land is identified for a specific urban use early in the process of transitioning rural land for urban or higher density urban uses.</p> <p>The costs of implementing development on deferred land is expected to be less than current costs due to increased certainty about what infrastructure is required to be delivered and that it is programmed to be delivered within a 10-year timeframe.</p> <p>As currently, Council's Development Contributions Policy will apply to the development of deferred land.</p>	<p>As for 2.2 directly above, the levels of risk and uncertainty are higher than for Option 1.1 because the changes to the current TRMP are more extensive, new to all stakeholders and will have to be tried and tested.</p>	<p>As for 2.1 directly above, If land is zoned for urban uses without appropriate network servicing, this option potentially increases the cost and risk of development associated with Discretionary and Non-Complying subdivision for Council, developers and consequently the broader community as costs are usually factored into the supply chain.</p>	<p>Given the uncertainties and costs associated with substantial changes to the RMA planning framework, coupled with Council's capacity limits, there is a risk that the release of a significant amount of deferred land (about 66 hectares) and further land that is programmed to be serviced and needed for urban development in the next 10 years, will be delayed. The costs are likely to be carried by landowners, developers and broader community.</p>



### Overall assessment of the appropriateness of the Plan Change Objective

Overall, the Plan Change objective is assessed as an appropriate way to achieve the purpose of the Act for the following reasons:

- It responds to the identified issues and will assist with resolving these issues.
- It achieves the purpose of the Act by enabling sustainable and efficient use of land with provisions that will ensure adverse effects are avoided, remedied and mitigated.
- It assists Council with meeting their statutory responsibilities under the RMA, and other national planning documents such as the NPS-UD.
- The proposal can be realistically achieved as it predominantly relies on application of existing provisions relating to the transition of land to its destination zone for the purposes of development, with amendments that align the provisions with Schedule 1 directions for amending RMA plans.
- There are no identified unjustifiable costs on the community.
- The proposal is consistent with identified Māori and community aspirations.

## **10. Are the Proposed Methods the most appropriate way to achieve the Objectives?**

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### **10.1 Evaluation of proposed Policies and Methods**

Section 32(1)(b) requires evaluation of the appropriateness of the policies and methods that are proposed to achieve the proposed objectives of the Plan Change. The policies and methods, including the reasonably practical options have been developed through the consultation, information reporting, research and analysis that has been undertaken for this topic. The level of this assessment has been determined by the scale and significance of the change.

With respect to the preferred option, an evaluation of the provisions has been undertaken relating to the costs, benefits and the certainty and sufficiency of information in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective.

This evaluation is set out in the table below titled: '10.1 - Evaluation of Proposed Policies and Methods.'

## 10.1 Evaluation of Proposed Policies and Methods

The proposed objectives, policies and methods are provided in full in the Schedule of Amendments (*Appendices 6 and 7.*)

To achieve the overall purpose and thus the objective of the Plan Change to release deferred land that was previously identified for housing and business uses, for development, the Change:

- (a) Clarifies and strengthens the method for transitioning land to its destination zone for plan users and landowners by aligning the provisions with RMA Schedule 1 by:
- Introducing a new policy to ensure that development of deferred zones does not precede the delivery of the necessary infrastructure.
  - Introducing a new rule to clarify that:
    - Before development anticipated by a deferred zoning can be undertaken, the infrastructure requirements must be delivered.
    - Infrastructure anticipated by deferred zoning must be delivered within 10 years.
  - Updating trigger conditions for deferred zone locations to clearly identify the infrastructure required.
  - The deferred status will be retained on land where the reasons for deferral are not yet met. To remain deferred, funding for the infrastructure should be included in the Council's Long-Term Plan (LTP) within the next 1 to 10 years. The infrastructure upgrades required to service the area are identified.
- (b) Rezones deferred land previously identified for housing and business development to the final, destination zone, where servicing is available and where appropriate, by:
- Upzoning deferred land to the anticipated destination zone where the reasons for the deferral are met. Generally deferred land is upzoned because three waters servicing is delivered. For example, rezone land from Rural 1 deferred Residential to Residential.  
  
This option includes the addition of new planning provisions for land that is subject to risks associated with climate change including sea level rise, coastal inundation and flooding.
  - Rezoning deferred land that cannot be adequately serviced for the anticipated deferred use to a more appropriate zone. For example, rezone from Rural 2 deferred Residential to Rural Residential.
  - Downzoning land that is inappropriate to be developed for urban use back to its underlying (pre-deferral) zone. For example, rezone from Rural 1 deferred Residential to Rural 1.

**Appendix 1 to this plan change: (i) lists the current TRMP deferred zone locations that are included in the scope of this plan change and (ii) reviews the appropriateness of each deferred locations for urban use.**

Costs	Benefits	Effectiveness and Efficiency	Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions
<p><b>Environmental Costs</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>There are no identified environmental costs associated with ensuring that the TRMP method for transitioning deferred land to its destination zone is robust other than the costs associated with this plan change.</p> <p><b>(b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>Environmental costs may be represented as negative effects from additional stormwater discharge associated with increased urban development. However, infrastructure upgrades, including stormwater infrastructure upgrades and appropriate management of stormwater will seek to mitigate these effects.</p> <p>A review of the appropriateness of each deferred location for its zoned end use has addressed and avoided the potential environmental cost of releasing inappropriate deferred land for development.</p> <p>Environmental costs may include the actual loss of productive land as a result of the transition of land to its destination zone and anticipated</p>	<p><b>Environmental Benefits</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>Environmental benefits include the release of appropriate, serviced land that was previously identified for urban use when trigger rules relating to servicing are met without the need to wait for a further second Schedule 1 plan change.</p> <p><b>(b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>Environmental benefits include provision of appropriate serviced land for urban development environment within or close to existing urban or rural residential areas.</p> <p>The upgrades to infrastructure associated with the deferred locations included in this plan change may also result in some wider environmental benefits, particularly around the management of stormwater within the wider area.</p>	<p><b>Effectiveness</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>The proposed provisions are effective at achieving the objective of the Plan Change as once the new proposed trigger provisions are satisfied, the deferred zone will engage the zone provisions already in the TRMP and development can proceed without waiting for a plan change to rezone the land to its anticipated end use.</p> <p>New provisions that make it clear from the face of the plan what infrastructure is required to transition deferred land to its destination zone, and when it is programmed for delivery, will assist landowners and Council to better prepare for urban development.</p> <p><b>(b) Release deferred land for housing and business development, where appropriate</b></p> <p>The proposed provisions are effective at achieving the objective of the Plan Change because they release land which was identified for housing and business development but deferred for services as soon as services are available and where</p>	<p>For the reasons outlined in this report there is sufficient information and advice to support the proposed provisions.</p> <p>As the Plan Change proposes limited amendments to existing TRMP provisions there is a high degree of certainty around the potential outcomes.</p> <p>There is a greater risk of not acting as the demand for housing and business land is clearly and comprehensively documented and the Plan Change addresses the resource management issues identified.</p> <p>Without the action proposed by this Plan Change there will be insufficient housing and business space to meet growth demand.</p>

<p>development. Also, there may be a loss of income from the loss of horticultural activities currently undertaken on deferred land.</p> <p>However, this loss was assessed by the plan change which deferred the land for urban development.</p> <p>Currently the individual titles are generally fragmented and within or close to existing urban areas, thus limiting the opportunity for soil based productive activities.</p>		<p>urban or rural residential use of the land is appropriate.</p> <p>The provisions achieve the fundamental objective of the Plan Change which is to provide housing and business land to meet the identified demand in areas earmarked for urban growth.</p>	
<p><b>Economic Costs</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>There are no identified economic costs associated with ensuring that the TRMP method for uplifting zone deferrals is robust.</p> <p><b>(b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>There is a lost opportunity cost to landowners where deferred land is reviewed as inappropriate for urban use because it cannot be serviced due to it being low lying and at risk of inundation and coastal erosion.</p> <p>Except for the above, economic costs will primarily be limited to the costs of servicing and then developing the land, including resource consent processes. These costs fall to the Council and landowner. The Plan Change seeks to reduce</p>	<p><b>Economic Benefits</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>Economic benefits include reliability of the method, for the broader community and all stakeholders. Provides additional certainty that can enable developers to secure finance to progress development.</p> <p><b>(b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>Economic benefits include the potential for additional housing and business options for the community and an increase in employment and spending for local businesses.</p> <p>The release of deferred land zoned to supply projected growth demand will assist to stabilise the cost of housing.<sup>8</sup></p>	<p><b>Efficiency</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>The proposed provisions are considered an efficient means of achieving the objective of the Plan Change as the plan change principally adopts the existing TRMP format and provisions with some limited amendments to increase robustness and compliance with RMA Schedule 1. This helps to ensure that the provisions are realistic as they are familiar to plan users and have, in part, been previously utilised and tested.</p> <p><b>(b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>The proposed provisions are considered an efficient means of achieving the objective of the Plan Change as:</p>	

<sup>8</sup> Sense Partners, Understanding the Impacts of Releasing Greenfield Sites for Development, 2020.

<p>these costs through provisions which enable the anticipated urban or rural residential use.</p>	<p>There will also be economic benefits for landowners resulting from the development opportunity associated with land serviced and / or zoned for urban or rural residential use.</p>	<ul style="list-style-type: none"> <li>• they enable the release of appropriate, serviced land that was previously identified for urban use when trigger rules relating to servicing are met without the need to wait for a further second Schedule 1 plan change.</li> <li>• they provide a practical consent pathway for anticipated development.</li> </ul>	
<p><b>Social Costs</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>There are no identified social costs associated with ensuring that the TRMP method for uplifting zone deferrals is reliable.</p> <p><b>b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>There are limited social costs. For some neighbouring landowners, further urban development within the currently deferred locations will change their outlook and surrounding environment, resulting in a potential negative social effect. Potential negative effects such as noise and shading are managed by the current TRMP Site Amenity and Urban Environment Effects provisions.</p>	<p><b>Social Benefits</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>Social benefits include reliability of the method, for the broader community and all stakeholders.</p> <p><b>b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>The fundamental purpose of the Plan Change is to provide serviced land for housing and business growth. There will be social benefits to the wider community from the provision of additional dwellings which will provide warm, dry, affordable housing opportunities.</p>		
<p><b>Cultural Costs</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>There are no identified cultural costs associated with ensuring that the TRMP method for uplifting zone deferrals is robust and reliable.</p>	<p><b>Cultural Benefits</b></p> <p><b>(a) TRMP method for transitioning deferred land to destination zone</b></p> <p>Cultural benefits include reliability of the method, for the broader community and all stakeholders.</p>		

<p><b>b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>Sites of cultural significance have been identified on the deferred zone locations at Mārahau and Patons Rock.</p> <p>Marahau deferred locations are not proposed for further development as they are low lying and at risk of inundation and coastal erosion.</p> <p>An archaeological assessment will likely be required before the Patons Rock location is developed.</p> <p>As the Plan Change broadly aligns with Iwi Management Plans, cultural costs (or negative effects) are assessed as limited.</p>	<p><b>b) Releasing deferred land for housing and business development, where appropriate</b></p> <p>Cultural benefits include the potential for additional housing and business locations for the broader community, including Māori.</p> <p>The TRMP provisions allow for adverse effects on sites of cultural significance to be assessed through the resource consent process.</p>		
<p><b>Economic Growth</b></p>		<p><b>Employment</b></p>	
<p>The Plan Change will realise additional land for residential development to meet anticipated population growth, housing demand and address issues of housing affordability. By providing increased housing the region is able to provide for additional population including migration to the region by workers. Increased population is closely associated within increased economic growth and benefits for the region. Migrants bring varied work skills and their own economic input to the local and regional economy.</p> <p>More immediate economic benefits arising from the Plan Change relate to physical construction of dwellings and associated infrastructure which will contribute to the local economy.</p>		<p>The provision of additional housing will attract people from outside the region, bringing in a range of workers with a variety of skills will be a positive benefit for local employers. The region has a high percentage of seasonal workers which require accommodating and increased provision of housing supply will help address housing shortfalls for seasonal workers.</p> <p>In the short term there will be employment benefits for local contractors whilst the development is being undertaken.</p>	
<p><b>Overall Evaluation</b></p>	<p>In summary these provisions are considered to be the most appropriate way of achieving the objectives of the Plan Change as they:</p> <ul style="list-style-type: none"> <li>• Contribute to providing sufficient serviced urban land to meet residential and business growth projections for the region within next 10 years while addressing adverse effects on the environment.</li> <li>• Provide a reliable method that aligns with RMA Schedule 1 for transitioning rural or low-density residential land for housing and business, including higher density development.</li> </ul>		

- Make clear from the face of the plan: what is required for deferrals to be lifted on land previously identified for housing and business development i.e.: what infrastructure is required; that funding for infrastructure is programmed in the LTP within a 10-year timeframe; and what plan rules apply to the land before and after services are delivered.
- Once the trigger rule is satisfied, the deferred zone will engage the zone provisions already in the TRMP and development can proceed without waiting for a plan change to rezone the land to its anticipated end use.
- Principally adopts the existing TRMP format and provisions with some amendments to increase reliability. This ensures that the provisions are realistic, familiar to plan users and have, in part, previously been utilised and tested.
- Releases serviced land previously identified as needed for housing and business development, where appropriate, to help meet the projected demand for urban growth within *10 years*.
- The released land is located within or close to existing urban areas, active and passive transport corridors and employment opportunities.
- Down zones deferred land (back to its underlying pre-deferral zone) that cannot be serviced by Council or that is inappropriate for urban use due to the land being low lying and at risk of inundation, coastal erosion and sea level rise.



## 11. Conclusion

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This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as it:

- Contributes to providing sufficient serviced urban land to meet residential and business growth projections for the region while addressing adverse effects on the environment.
- Provides a reliable method that aligns with RMA Schedule 1 for transitioning rural or low-density residential land for housing and business, including higher density development.
- Makes it clear from the face of the plan: what is required for deferrals to be lifted on land previously identified for housing and business development i.e.: what infrastructure is required; that funding for infrastructure is programmed in the LTP within a 10-year timeframe; and what plan rules apply to the land before and after services are delivered.
- Once the trigger rule is satisfied, the deferred zone will engage the zone provisions for its anticipated end use that are already in the TRMP, and development can proceed without waiting for a plan change to rezone the land to its anticipated end use.
- Principally adopts the existing TRMP format and provisions with some amendments to increase reliability. This ensures that the provisions are realistic, familiar to plan users and have, in part, previously been utilised and tested.
- Releases serviced land previously identified as needed for housing and business development, where appropriate, to help meet the projected demand for urban growth that is located within or close to existing urban areas, active and passive transport corridors and employment opportunities.
- Downzones deferred land (back to its underlying pre-deferral zone) that cannot be serviced by Council or that is inappropriate for urban use due to the land being low lying and at risk of inundation, coastal erosion and sea level rise.

## Appendices

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**Appendix 1 –Assessment of Deferred Zone Locations Report**

**Appendix 2 – Deferred Zone Infrastructure Background Report**

**Appendix 3 - Relevant Regional Policy Statement and Resource Management Provisions**

**Appendix 4 - Summary of Iwi and Community feedback**

**Appendix 5 - Coastal Inundation**

**Appendix 6 - Schedule of TRMP Amendments**

**Appendix 7 – TRMP Planning Maps**