

**Tasman Resource Management Plan  
Efficiency and Effectiveness Evaluation**

## **Chapter 6: Urban Environment Effects**

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## Acronyms

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ARM	Avoid Remedy Mitigate
CEA	Coastal Environment Area
FDS	Future Development Strategy
GIS	Geographic Information System
HASHAA	Housing Accords and Special Housing Areas Act 2013
LiDAR	Light Detection and Ranging - technology that provides detailed contour data
MagiQ-BI/NCS	Two related Council information systems - used to manage data, including for resource consents and service requests, including complaints.
MDA	Mapua Development Area
MSDA	Mapua Special Development Area
MWDA	Motueka West Development Area
NPS-UDC	National Policy Statement on Urban Development Capacity, 2016
NTLDM	Nelson Tasman Land Development Manual
PC# or C#	Plan Change #/Change #, e.g. Change 3
PTRMP	Proposed Tasman Resource Management Plan
RIDA	Richmond Intensive Development Area
RLAA	Resource Legislation Amendment Act
RMA	Resource Management Act
RSDA	Richmond South Development Area
RWDA	Richmond West Development Area
SDWDA	Special Domestic Wastewater Disposal Area
TRMP	Tasman Resource Management Plan
TRPS	Tasman Regional Policy Statement

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# Executive Summary

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## Introduction

This executive summary provides an overview of general findings from an evaluation of the effectiveness and efficiency of the Tasman Resource Management Plan (TRMP or the Plan), focusing on Urban Environment Effects (Chapter 6). Chapter 6 is by far the most extensive in the Plan, with a total of 22 sub-chapters and over 200 objectives and policies. The objectives and policies are broadly divided into two groups, being general District-wide urban environment effects, and location specific settlement policies.

An overview of the general outcomes and district wide recommendations are provided in this executive summary, with detailed analysis and further recommendations for specific settlement policies contained in the body of the report.

## General Outcomes

This Chapter 6 provides a policy framework for managing the effects of urban growth, urban design and development.

Overall, the results for Chapter 6 are positive, with evidence that intended outcomes for urban environment effects are largely being achieved - or are 'on-track' for achievement.

District-wide urban environment effects objectives and policies have relatively good connection to rules, particularly where they have been subject to recent Plan Changes.

The rolling review of the TRMP has resulted in Chapter 6 being subject to a large number of integrated urban development plan changes designed to accommodate growth in the district's larger settlements (Richmond, Motueka, Mapua/ Ruby, Brightwater and Wakefield). The plan changes have adopted an integrated approach to key urban issues like providing additional land for residential and business growth, infrastructure provision, and reserve networks. In addition to providing additional land for residential development, these changes have also introduced a greater diversity of residential density and housing form in response to changing community aspirations for greater housing choice.

Growth planning for urban development has been managed in combination with other Council plans and processes like the Long Term Plan, Future Development Strategy and Engineering standards/Nelson Tasman Land Development Manual. The integration of infrastructure servicing with land tagged for growth using the 'Deferred zone' method in the Plan largely has been successful albeit with some significant delays for infrastructure provision in some locations.

The fast rate of growth and change in many parts of the District is pressurising Council's capacity to roll out serviced land. Other consequences of this fast growth are urban development occurring in unintended locations (i.e. urbanisation of the rural areas and out-of-zone residential and business development) as well as the increasing unaffordability of housing.

The fast rate of growth also affects areas of specific interest to Māori such as pressure on precincts and sites of special significance and increased pressure on urban waterways.

The policy framework for some settlements that have experienced less growth pressure is out of date and needs refreshing.

## Residential Development Outcomes

Analysis of data shows residential development outcomes largely reflect the Residential zone 'Permitted and Controlled rule framework' and the intended minimum lot sizes. However, there has been limited housing densification and diversification within the locations anticipated for that purpose, indicating that the plan provisions that 'enable' medium density housing in such locations may not be as effective as they could be, and that existing residential land could be used more efficiently. For Richmond South Development Area (RSDA) and Richmond West Development Area (RWDA) there has been minimal medium density development, other than for retirement complexes. For Motueka West Compact Development Area, the preferred form of Compact Density development uniformly is stand-alone dwellings on small sites. For Māpua Special Development Area, Compact Density provisions as yet have not been used.

Recently, in 2019, policy was amended to both 'enable and encourage' medium density development. For Richmond Intensive Development Area (RIDA), while only recently made operative, all recent redevelopment applications show densification, indicating that plan objectives may be met in time.

Residential character objectives have been partially successful, largely where the policies define particular aspirations for a settlement and the rules then regulate for that outcome – e.g. St Arnaud. However, for most of the settlements, there is little differentiation in the rules for different settlements, meaning it is difficult to achieve distinct character and amenity outcomes. Looking forward, it will be important to work with the communities in our key settlements to determine settlement priorities for urban design and development.

## Commercial and Industrial Development Outcomes

The TRMP has enabled a wide range of commercial and industrial activities to occur in suitably zoned locations. The collective grouping of activities with similar effects within the industrial and commercial zones has minimised the opportunity for cross boundary effects. Issues with noise and odour have arisen in some locations, with ongoing issues usually resulting from historic or 'out of zone' development.

Despite the loss of 50ha business land in a strategically located 'regional business park' in Richmond West (as a result of decisions made under HASHAA (Housing Accords and Special Housing Areas Act), recent assessments conclude that the region has enough business land for the future provided the existing land is used efficiently. The suitability of the remaining land zoned for business across the District requires further strategic assessment.

## Māori Interests

Chapter 6 does not specifically address the management of the effects of urban growth from a Māori world view perspective. But the chapter does provide a framework for avoiding, remedying or mitigating adverse effects on the natural and built environment which does provide the opportunity for Maori concerns to be addressed. Over the life of the TRMP, Iwi have been consulted or invited to participate in Chapter 6 consultation and planning processes in accordance with good practice and RMA requirements. All applications for resource consent received by Council are reviewed by Iwi and their interests considered during the resource consent assessment process.

The plan makes provision for Papakainga housing in both urban and rural areas. Lessons learnt from the processing of the one and only recent application for such development are assisting the plan

review. Enabling policy that supports the Residential rule framework for Papakainga is lacking. Looking forward, the addition of such policy to Chapter 6 is recommended.

## Inefficiencies and Gaps

Identified inefficiencies include the high degree of repetition of policy content across Chapter 6 (and other parts of the Plan), which is recommended to be consolidated. In part, this is due to rolling plan changes. It is also due to the scope of the chapter 6 general objectives, particularly objective 6.7.2 - Settlement character and design - which is limited to “Maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes.” This results in a duplication of settlement specific policies under both the general and settlement specific policies.

Identified gaps include updating the TRMP to give effect to the NPS on Urban Development Capacity (or the Proposed NPS on Urban Development); and a lack of strategic direction for the provision of business land in some locations.

The plan lacks a commercial centre and settlement hierarchy that also takes into account the influence of Nelson City. This would be helpful for the District’s larger settlements in that it would reduce the risk of inappropriate development compromising planned future growth outcomes and better coordinate infrastructure roll-out.

Some settlements with significant natural and cultural heritage values are experiencing ongoing and increasing pressure from tourism, such as St Arnaud, and Motueka, Kaiteriteri, Marahau and the coastal environment between them. St Arnaud is protected by the TRMP landscape priority area. The latter, Motueka to Marahau, also requires further management and may require protection.

## Report Format

Both the executive summary, recommendations and the full report follow the format of Chapter 6.

## District-Wide Recommendations

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The following recommendations are intended to inform the review of the Tasman District Plan. These recommendations are intended to:

- advise decision-makers about the effectiveness and efficiency of existing provisions
- indicate if there is a 'need for change', and
- inform the development of the new Tasman Environment Plan.

The recommendations must be viewed as an initial step in the plan review process. Subsequent political, iwi and public input, new information and legislative change will affect final proposals. The recommendations contained below are only a succinct summary. The full analysis and detailed information supporting these recommendations is contained in the body of this report. The new plan structure mandated by the National Planning Standards provides an opportunity to address structural issues and may help to also reduce some repetition. In addition, new definitions and legislative requirements to use clear and succinct language may necessitate redrafting of many objectives and policies.

### High Level Directions of Change

#### General Urban development

Urban land supply to align with FDS Strategy and roll out in conjunction with Council funding and infrastructure programmes.

Update planning for 19 settlements focusing on smaller rural settlements - as some not reviewed for over 20 years and others only from growth perspective.

#### Business development

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

#### Residential development

Simplify standards and approval processes for housing:

- This may include allowing for increased density and reducing parking standards, but retaining bulk, location and amenity standards.

Enable more affordable housing options by:

- encouraging a greater variety of housing types (e.g. permit two dwellings / housekeeping units per site in specified urban areas
- encouraging/requiring (?) higher density in identified locations
- enabling more subdivision in existing or 'new' unserviced rural residential zones.

Apply stronger requirements for good quality urban design where housing intensification enabled:

- including linking development to Council plans for reserves and infrastructure.



# Recommendations

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## Chapter 6 - General

### 1. Providing land for residential development

- Include a sub-chapter and objective that addresses 'land for residential development' and associated issues such as housing provision, choice of location, density, form and affordability. The reasons are:
  - It's a gap. Sub chapters 6.5 and 6.6 address the provision of land for industrial and commercial development, but there is no sub-chapter that addresses the provision of land for residential development. Land for all categories of urban development needs to be planned and provided for; and
  - Update to give effect to NPS-UDC requirements.

### 2. Duplication between topic and settlement chapters

- Reduce duplication and improve effectiveness and efficiency of the overall chapter 6 by amending the settlement chapters 6.7, 6.8 – 6.22 to provide that settlement specific policies are located in the settlement chapters and policies of general application are located in the sub-chapters with general application (6.1- 6.7).

## Chapter 6.1 - Sustainable Urban Design and Development

### 3. Provide a wide range of living opportunities, incorporating urban design (objective 6.1.2.2)

- The Urban Design Guide's limited application has limited its impact on the quality of urban design and development in the District. The recommendation is to review and update the Urban Design Guide and to consider options for its wider application to all medium density subdivision and residential development, rather than just the development areas.
- The voluntary nature of the Nelson Tasman urban design panel has limited its regulatory effectiveness. But its mere existence may positively encourage better design and panel intervention may assist design outcomes. The recommendation is to retain the voluntary nature of the urban design panel and to focus on regulatory effectiveness as it increases certainty for developers and to consider requiring Urban Design Panel review or urban design review in certain circumstances. For example, require all Discretionary consent level developments above a certain density to be assessed for urban design.
- Policies relating to housing choice largely are being achieved in settlements that have benefited from integrated urban plan changes, but do not specifically address affordability or older person housing.
- Recommendations include new policies relating to older person and affordable housing.
- Policies relating to housing choice and medium density development are scattered and duplicate one another within and across chapters and have no specific home. Recommendations include rationalising duplicate policies in chapter 6; in a sub-chapter 6.5A entitled 'Provision of land for residential activities' that focus on this issue and align with the

requirements of the NPS-UDC and to include new policies relating to older person and affordable housing.

## Chapter 6.2 - Land Effects from Urban Growth

### 4. Address the duplication of concepts relating to productive land by retaining chapter 6.2 with updates or merging with Chapter 7

- Recommend retaining chapter 6.2 albeit with minor amendment. The reason is that, although there is some duplication with the protection of productive land policies and chapter 7.1 and 2 policies, these provisions focus on urban planning and development, while the Chapter 7 provisions focus on rural development and activities.

### 5. Retain policies relating to loss of productive land to urban development and through cross boundary reverse sensitivity effects (objective 6.2.2.1)

- Retain policies under this objective. Earlier studies show the policies, largely, are effective in managing urban growth at the periphery of settlements within the District. While some loss of highly productive land is occurring, (largely due to settlements being entirely surrounded by productive land rather than through sterilisation of land through cross boundary effects) the TRMP, in keeping with the proposed NPS-HPL, recognises that urban expansion needs to occur and that constraints associated with natural hazards and efficient infrastructure provision may constrain alternative locations for expansion on less productive land.<sup>1</sup>
- Retain policies relating to cross boundary effects, as the policies largely are effective in managing the issue. However, there is a risk that buffering and setback techniques are undermined in Richmond West Development Area through recent changes to the RMA, with permitted 'boundary activities, the consent processes and activity approved through other legislation such as Special Housing Areas under the Housing Accords and Special Housing Areas Act. The recommendation is potential refinement of the plan methods relating to buffering through zoning, specific area and setback rules.

### 6. Provide for effective and efficient use of existing urban land and infrastructure - including density (objective 6.2.2.2)

- Limited use of the compact density, medium density form and uncertainty regarding which medium density form applies indicates that the three TRMP forms for medium density housing could be streamlined into one, in line with National Planning Standard requirements.
- Increasing social acceptance of denser development indicates that minimum lot sizes for standard residential development could be reviewed and streamlined. The recommendation is to review minimum lot sizes for the Residential zone across the district with the aim of enabling denser development across the district.
- Require rather than enable intensive housing in specified locations.
- Incentivise or encourage more intensive and affordable housing development through the use of Permitted standards (in specified locations) or through lower level consent status

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<sup>1</sup> Plan Change 60 and Evaluation Report on the Effectiveness of the TRMP Policies relating to Rural Land Use and Subdivision Rural Land Use and Subdivision, 2013.

(Controlled rather than Restricted Discretionary) and further use of non-notification provisions.

- Permit more than one dwelling on sites subject to certain conditions.
- Increase the extent of locations in and across urban settlements where intensive development is specifically enabled.
- Monitor whether methods used in PC66 - RIDA to encourage intensive development by reducing cost and uncertainty are assisting to achieve objectives better, i.e.:
  - Within RIDA, reduction in cost, uncertainty and risk for people interested in pursuing more intensive building projects by:
    - Providing that neighbours have no involvement in the application process if the basic rules are met;
    - Subdivision consents are “controlled activities” meaning that they must be granted if a complying building envelope is shown and key standards are met, while land use consents are Restricted Discretionary with a clear set of conditions; and
    - Subdivision and land use consent do not have to be submitted together;
  - Reduction from parent site size from 5,000 sqm to 1,500 sqm for Compact Density development.
- Some RIDA setback rules need correction to give better effect to the policy intention.

## Chapter 6.3 - Urban Infrastructure Services

### 7. Consolidate provisions for ‘serviced urban development’ (Objective 6.3.2.1) within the TRMP Residential zone rules to increase plan legibility.

- Servicing requirements are currently scattered through the Residential zone rules whereas, for the other urban zones and Residential zone Development Areas, the provisions are scheduled.

### 8. Retain mechanisms for deferring the zoned end use of land for services (Objective 6.3.2.2)

- The plan method of zoning land for urban use but deferring that use until services for the area are provided, has successfully been used in every major urban growth plan change, sometimes for significantly long periods of time. The recommendation is to continue to improve collaborative planning within Council, specifically with Engineering Services to help reduce the timeframe and extent of deferred zones, recognising that some deferrals reflect long term planning for the future (RWDA), while others reflect pressures on infrastructure provision.
- Review levels of network services during plan change development to ensure that the effects of urban development are contained and do not adversely affect the life-sustaining capacity of receiving environments.
- Consider implications of National Planning Standards on this zone, with regard to the Future Urban Zone within the Standard.
- To improve plan efficiency, change method of recording deferred areas from title description to notation on the planning maps.

## Chapter 6.4 – Coastal Urban Development

### 9. Update provisions for containing new settlement in the coastal environment (Objective 6.4.2)

- New approaches may be needed for coastal development to address the issue of increasing coastal hazard.
- Review extent of coastal environment area to ensure that a trip to Controlled consent activity status is appropriate. One reason is to exclude some locations included within the Plan layer which are clearly not within the 'effects range' of the CEA. Another reason is to exempt 'minor building' activity (such as decks, or swimming pools) that may have no effect on CEA values – particularly within urban settlements.
- Integrate provisions of NZCPS and chapter 6.4 objective / policy set.
- To improve plan consistency and outcomes, amend rules to limit building height in the CEA in the Commercial zone as well as the Residential zone.
- Clarify that the purpose of rules is to protect amenity from sea and beach landward to improve plan usability.

## Chapter 6.5 – Land for Industrial Activities

### 10. Retain and update provisions of suitable land for industrial activities (Objective 6.5.2.1 and 2) to account for the requirements of the NPS-UDC; and changes to Richmond West regional business park.

- Consider rationalising the Light and Heavy Industrial zone into a General Industrial zone when aligning TRMP zones with the National Planning Standards as the differences between the zones are limited.
- Further review suitability of business land identified by FDS for future business development with a strategic perspective due to issues relating to densification and sub-optimal location of some of the land.
- Introduce policy that discourages out of zone business development in urban areas to better support the discretionary level consent status for such activity in the Residential zone.

## Chapter 6.6 – Land for Commercial Activities

### 11. Amend Chapter 6.6 to provide for a business or town centre hierarchy for the settlements in District that accounts for Nelson.

- Introduce policy for home occupations in urban areas to support the existing rule framework for home occupations in the Residential zone.

## Chapter 6.7 – Settlement character and design

### 12. Reduce repetition and improve plan legibility and effectiveness particularly as settlements change, the network connections between them improve and the tourism pressures for some settlements continue by:

- Rationalising Chapter 6.7 objective and policies into Chapter 6.1 and 6.13.
- Developing a Tasman district settlement hierarchy.
- Consulting with communities to develop objectives for each settlement with aligned policies that better reflect and support the 'distinctive' character of the settlement;
- Amending Objective 6.7.3 to clarify that all settlement specific policies are located within the settlement areas and that the general objectives 6.1 – 6.7 contain only general policies
- Addressing policy gaps (design of settlement gateways, natural and built character values).
- Introducing policy to specifically help protect and manage the use of locations with significant heritage, cultural and natural values under pressure from tourism such as the coastal environment between Motueka and Marahau.
- Developing new policy that acknowledges the impact of the Tasman Great Taste Trail and supports the provision of small scale guest accommodation, attractions and commercial opportunities (with appropriate limits) in locations along the trail.

Recommendations on specific policies, including the settlement policies (Chapters 6.1 – 6.22) are contained in the relevant sections of this report.

# 1. Purpose Statement

The purpose of this evaluation of the TRMP is to determine the effectiveness and efficiency of the provisions contained within it. It helps us understand if the TRMP provisions are doing what they're meant to do.

This evaluation process is a fundamental step in the policy review cycle and a requirement of the Resource Management Act. It informs good quality plan-making and helps maintain confidence and integrity in the process.

The results of this evaluation will inform the review of the Tasman Resource Management Plan.

## What do the terms mean?

**Effectiveness:** “*assess the contribution ... provisions make towards achieving the objectives and how successful they are likely to be in solving the problem they were designed to address*”

**Efficiency:** “*measures whether the provisions will be likely to achieve the objectives at the lowest total cost to all members of society, or achieves the highest net benefit to all of the society*”

(Ministry for the Environment s.32 Guidance)

## Key Evaluation Questions

### What we need to keep in mind:

- ✓ Are we focused on the right issues?
- ✓ Have we done what we said we'd do?
- ✓ Have we achieved what we said we'd achieve?
- ✓ How do we know our actions led to the outcome observed?
- ✓ Have we achieved that outcome at reasonable cost (could we have achieved it more cheaply)?  
(Enfocus, 2008)

## 2. Scope

### 2.1 District Plan Provisions Reviewed

Chapter 6 of the TRMP addresses the management of the District urban environment effects in two parts:

- General, District-wide urban environment effects objectives and policies, (chapter 6.1 – 6.7); and
- Location-specific settlement policies for Tasman’s 19 urban settlement areas (chapters 6.8 – 22). These settlement policies do not have overarching objectives. The policies may have been intended to give effect to Chapter 6 general objectives.

This report follows the above format.

Due to the length of the chapter, the three components of the effectiveness evaluation (3.2 -Internal consistency of provisions, 3.3 - Evidence of implementation and 3.4 - Effectiveness and efficiency) are addressed per sub-chapter.

The effectiveness evaluation provides an analysis of the efficiency and effectiveness of the TRMP. It focuses on the achievement of objectives contained within the Plan. The analysis draws on the information in earlier chapters, as well as environmental data, council records, experienced plan users, as well as public and stakeholder opinion.

Notably, the national, regional and district context for urban development has changed significantly over the life time of the TRMP in response to changing social, environmental and economic drivers such as affordability, changes in social demographics and lifestyles, health and safety requirements and environmental sustainability (addressed further in section 3.1.4 below).

Chapter 6 has been amended several times as a result of plan changes that update specific settlements largely in relation to demand for growth and development in those settlements (addressed below). Recently assessed and / or amended objectives and policies will not be reassessed other than for structural implications (duplication or relocation).

The topics addressed in this report are outlined in Table 1 below. Some objectives and policies are better assessed with or under other topics as described in Table 2 below. Also some objectives/policies from other TRMP chapters are addressed here as outlined in Table 1.

**Table 1: Provisions Addressed in this Report**

Chapter 6: Urban Environment Effects			
	Addressed in this Report		Addressed Elsewhere
Section	Objectives	Policies	Objectives and Policies
6.1 Sustainable Urban Design and Development	6.1.2.1-2	Policy set 6.1.3.1-2 and Policies 5.2.3.7; 5.3.3.1; 5.3.3.1A; 5.4.3.1	Policies addressed elsewhere: - P6.1.3.1(d) – (g): Chap 11 - P6.1.3.1(h): Regional plan - P6.1.3.1 (l): Chap 10 - P6.1.3.3: Regional plan
6.2 Land Effects from Urban Growth	6.2.2.1-2	Policy set 6.2.3.1-10	Objectives /Policies addressed elsewhere: - Set partially addressed as assessed for PC60 and PC66 - Part O6.2.2.1: Chap 13

<b>Chapter 6: Urban Environment Effects</b>			
	<b>Addressed in this Report</b>		<b>Addressed Elsewhere</b>
<b>Section</b>	<b>Objectives</b>	<b>Policies</b>	<b>Objectives and Policies</b>
			- P6.2.3.4, 9 and 10: Chap 13 - P6.2.3.6-7: Regional Plan
<b>6.3</b> Urban infrastructure Services	6.3.2.1-2	Policy set 6.3.3.1- 11	Objectives /Policies addressed elsewhere: - 6.3.3.5: Chap 11 - 6.3.3.6(a): Chap 12 - 6.3.3.6 (b) – (g): Regional plan - 6.3.3.6 (d) and (f) : Chap 8 - 6.3.3.7: Regional plan - 6.3.3.8: Regional plan
<b>6.4</b> Coastal Urban Development	6.4.2	Policy set 6.4.3.1-4	6.4.3.4:
<b>6.5</b> Land for Industrial Activities	6.5.2.1-2	Policy set 6.5.1.1-13	
<b>6.6</b> Land for Commercial Activities	6.6.2.1-2	Policy set 6.6.3.1-17	Objectives /Policies addressed elsewhere: - 6.6.3.5: partially addressed as assessed for PC 60.
<b>6.7</b> Settlement Character and Design	6.7.2	Policy set 6.7.3.1-6	Objectives /Policies addressed elsewhere: - 6.7.3.1: Chap 10 - 6.7.3.3: Chap 9 - 6.7.3.4: Chap 5
<b>6.8</b> Richmond		Policy set 6.8.3.1-28	Objectives /Policies addressed elsewhere: - 6.8.3.4: Chap 8 - 6.8.3.4, 9, 19, 24 and 25: Chap 14 - 6.8.3.5, 18 (ii) and (iii), 22, 27C(c): Regional plan
<b>6.9</b> Motueka		Policy set 6.9.3.1-15	
<b>6.10</b> Takaka		Policy set 6.10.3.1-6	
<b>6.11</b> Takaka Eastern Golden Bay		Policy set 6.11.3.1-10	
<b>6. 12</b> Collingwood		Policy set 16.12.3.1-7	Objectives /Policies addressed elsewhere: - 6.12.3.1: to Chap 11 - 6.12.3.4. to Chap 13 - part 6.12.3.6 and 7 to chap 10
<b>6.13</b> Settlements in or adjoining national parks		Policy set 6.13.3.1-15	The settlements are: - St Arnaud, Lake Rotorua, Marahau, Awaroa and Torrent Bay  Objectives /Policies addressed elsewhere: - 6.13.3.5: to Chap 10 - 6.13.3.6-Landscape aspects of St Arnaud policies to Chap 9 - 6.13.3.10: to Chap 13
<b>6.14</b> Kaiteriteri		Policy set 6.14.3.1-7	Objectives /Policies addressed elsewhere: - 6.14.3.3: to Chap 12
<b>6.15</b> Mapua/Ruby Bay		Policy set 6.15.3.1-9	
<b>6.16</b>		Policy set	



<b>Chapter 6: Urban Environment Effects</b>			
	<b>Addressed in this Report</b>		<b>Addressed Elsewhere</b>
<b>Section</b>	<b>Objectives</b>	<b>Policies</b>	<b>Objectives and Policies</b>
Brightwater		6.16.3.1-6	
<b>6.17</b> Wakefield		Policy set 6.17.1.3.1-9	
<b>6.18</b> Murchison		Policy set 6.18.3.1-2	
<b>6.19</b> Best Island		Policy set 6.19.3.1-2	
<b>6.20</b> Tapawera		Policy set 6.20.3.1-3	Objectives /Policies addressed elsewhere: - 6.20.3.1: to Chap 7
<b>6.21</b> Tasman		Policy set 6.21.3.1-4	Objectives /Policies addressed elsewhere: - 6.21.3.1 and 4: Regional plan - 6.21.3.3 to Chap 7
<b>6.22</b> Upper Moutere (Sarau)		Policy set 6.22.3.1-2	Objectives /Policies addressed elsewhere: - 6.22.3.1 Regional plan

**Table 2: Objectives and Policies Assessed Elsewhere**

<b>Objectives and/or Policy Topic</b>	<b>Where Addressed</b>
Margins of rivers, lakes and wetlands	Chapter 8
Landscape and ridgelines	Chapter 9
Significant natural values and historic heritage	Chapter 10
Land transport effects	Chapter 11
Land disturbance effects	Chapter 12
Natural hazards	Chapter 13
Coastal marine area, rivers and lakes, water and discharges including stormwater	Regional plan

Key regulatory methods to implement the policy framework are:

- (i) Zoning of land for specific urban purposes
- (ii) Plan provisions relating to zone subdivision, and zone land use and building construction or alteration rules
- (iii) Plan provisions that require, limit or manage urban development:
  - (a) on productive land;
  - (b) in the coastal margin / environment;
  - (c) land subject to natural hazards;
  - (d) in relation to significant natural environments.
- (iv) Urban design guide.

## **2.2 Timeframe of Evaluation**

April – November 201

## 2.3 Summary of Methodology

Broadly, the methodology of this evaluation follows the Plan Outcomes Evaluation process. Plan Outcome Evaluation involves:

1. An examination of the outcomes being sought – what are the objectives trying to achieve?
2. Tracking how the plan has been designed to affect the outcomes – do the intentions in the objectives get carried through to the rules and methods? Are the provisions efficient?
3. Assessing if the provisions have been implemented – what evidence is there that the provisions are being applied to relevant activities?
4. Assessing relevant environmental trends and ‘on the ground’ data to conclude if the Plan has been successful in achieving its intentions. This includes consideration of the external factor influences such as legislative changes, national policy statements, case law, significant economic changes, demographics etc.

Throughout the evaluation, there is an emphasis on attributing the activities enabled or controlled by the TRMP on observed outcomes. But attributing outcomes to the TRMP must always be viewed in the wider context of changes. These are noted where known, but it is beyond the scope of this evaluation to capture all of the changes and influences that affect outcomes in our communities and environment.

Limitations with the Plan outcome evaluation approach also arise where environmental outcome data is poor, or where there a multiple factors driving outcomes. Time, resourcing and quality of data also affects the comprehensiveness of the evaluation.

To address some of these limitations, the evaluation process has included a ‘rapid assessment’ technique. The technique draws on the combined knowledge and expertise of local TDC staff, residents, community leaders, and topic experts to create an understanding of plan implementation, efficiency and outcomes. The rapid assessment outputs are supplemented with:

- Environmental data or expert reports where available.
- Council data (e.g. property and asset information, consenting and compliance database information, models)
- Mapping and imagery (e.g. GIS, aerial imagery, LiDAR)
- Information or reports prepared during plan change processes (e.g. s.32 Reports, Issues and Options papers, technical reports, submissions, community meetings)

The evaluation may also draw on the results of the TRMP Usability Survey (TDC, 2013), where relevant.

**Table 3: Assumptions and Data Used**

Data Source/s:	Details and Notes
Tasman GIS	Used to determine extent of zoned land deferred for urban purposes.
Rapid Assessment	Three rapid assessments sessions with Council staff (subdivision and land use consents, compliance and engineering) on Chapter 6 provisions on 31 October, 1 and 13 November 2019.
Council reports	Section 32 reports associated with plan changes
Council records (MagiQ-BI/NCS/databases)	Tasman GIS and NCS data was used to indicate: (i) density of residential zoned properties; (ii) number of properties with second dwellings; and (iii) consents granted for higher density development in context of standard development. Data constraints for (iii) relate to inconsistency of activity descriptions in NCS.

Data Source/s:	Details and Notes
	<p>The following sources were used to obtain information about urban growth and the urban settlements:</p> <ul style="list-style-type: none"> <li>- Tasman Growth Model (TGM) and Settlement Strategies</li> <li>- Future Development Strategy decisions</li> <li>- Evaluation report on the Effectiveness of the TRMP Policies relating to Land use and subdivision, 2013, TDC.</li> </ul>

## 2.4 Summary of Consultation

The following consultation has been undertaken during the preparation of this evaluation.

### 2.4.1 Tasman District Councillors

A workshop with elected Councillors was held on 27 May 2020 discussing key issues and recommendations identified for urban development.

The high level directions of change for urban development that were presented at the workshop – have been incorporated in to the executive summary of this report. The directions flow from the recommendations.

No additional issues were raised by Councillors at this workshop. Councillors provided feedback and an update on the identified issues as set out below. These comments have been incorporated into the relevant sections of this report where appropriate:

- The delay in the rollout of serviced land when settlements are experiencing growth pressure is frustrating for everyone and increases the risk of unplanned development.
- Policies relating to avoiding the loss of productive land to urban development and to cross boundary and reverse sensitivity effects are important to this district and looking forward should be retained and implemented.
- Although recent studies show the district has enough business land for the future, currently there is a shortage industrial land in Takaka / Golden Bay. Looking forward, the FDS is addressing this.
- A business or town centre hierarchy for Richmond (and other Tasman settlements) is needed to help manage business development in Richmond (and other towns) in accordance with the towns' strategic growth objectives. The hierarchy needs to acknowledge the role of Nelson within the district.
- Best Island - due to a recent change in land ownership, legal access issues for existing residential sites may be resolved.

### 2.4.2 Tasman Environmental Policy Iwi Working Group

The iwi of Te Tau Ihu, as tāngata whenua, have a unique relationship with Tasman District Council. There are a number of legislative requirements which oblige us to engage more collaboratively with iwi and Māori - including provisions in the Resource Management Act, Local Government Act and Treaty of Waitangi settlement legislation. To support this a separate section 35 report with a focus on iwi/Māori provisions has been prepared. Please refer to that chapter for a record of consultation undertaken.

## 3. Effectiveness and Efficiency Evaluation

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### 3.1 Context

The primary legislation affecting Chapter 6 is the Resource Management Act. Other Acts that influence outcomes for this chapter are the Local Government Act 2002, Reserves Act 1974, Building Act 2004, Land Transport Act 1998 and Housing Accords and Special Housing Area Act 2013.

#### 3.1.1 Legislation Changes

##### Relevant Amendments to the RMA

Of the many changes to the RMA over the life of the TRMP, the following have particular implications for the Chapter 6 policy framework.

In terms of the RMA as amended by the RLAA, 2017:

- Subdivision of land is now a Permitted rather than a Controlled activity unless it contravenes a rule in a NES or district plan. (Tasman Law, 2019, Appendix 1, RMA s11(IA)). Management of subdivision is key to:
  - the sustainable urban design and development of towns and urban areas, including sustainable servicing (objectives 6.1.2 and 6.3.2)
  - providing for urban development that keeps the loss of high productive value to a minimum(objective 6.2.2)
  - containment to avoid cumulative effects on the natural character of the coastal environment (objectives 6.4.2).
- Councils must deem “boundary activities” to be permitted if criteria are met, including that affected neighbours’ written approval is provided (Tasman Law, 2019, Appendix 1, RMA s87BA). This provision may reduce the effectiveness of Chapter 6 policy provisions and rule sets designed to enhance amenity and limit cross boundary effects.
- Councils must plan for sufficient development capacity for residential and business (objectives 6.1 – 6.6).
- Various changes to notification criteria including:
  - there is no longer a presumption that council must publicly notify a resource consent application (Resource Management (Simplifying and Streamlining) Amendment Act 2009)
  - a new four step process for public notification that precludes public and limited notification in certain circumstances relating to subdivision and residential activity (Resource Legislation Amendment Act 2017 (s95A)).

These changes are likely to assist plan change and resource consent processes that provide specifically for denser or ‘not standard’ residential development in that the cost, uncertainty and time associated with notification process will be avoided.

**The national policy statement and national environment standards referred to below, affect Councils management of urban development.**

## **The National Planning Standards, 2019**

Compliance with the planning standards means that chapter 6 and the related urban zones will need to be relabeled (at least) and/or, restructured.

Options for accommodating Chapter 6 and associated zones in the National Planning Standards are set out in Appendix 3.

## **The National Policy Statement on Urban Development Capacity (NPS-UDC), 2016**

The NPS-UDC directs local authorities to provide sufficient development capacity in their resource management plans, supported by infrastructure, to meet demand for housing and business space. This development can be 'outwards' (on greenfield sites) and/or 'upwards' (by intensifying existing urban environments). It contains objectives and policies that local authorities must give effect to in their resource management decisions.

The NPS has classified the Nelson Urban area (which encompasses Richmond) as a Medium Growth Urban Area. This imposes particular requirements on us. Among other things, the NPS on Urban Development Capacity requires Council to:

- Provide at all times sufficient residential and business development capacity for the short, medium and long terms
- Estimate the sufficiency of development capacity provided by its plans and proposed and operative regional policy statements on a regular basis.

The outcomes of these assessments need to inform Councils planning and funding programmes and the TRMP. Council programmes need to be informed by the anticipated level of growth and prioritisation of infrastructure roll out with some assessment of affordability, developer timing and consistency with wider planning outcomes. We are required to monitor and assess these outcomes quarterly, then 'respond in a timely way.' To date the monitoring has shown poor and deteriorating housing affordability, but does show sufficient residential and business supply. The FDS provides a 30-year strategy for growth that is likely to inform future plan making and resource consent decisions.

## **Proposals for a National Policy Statement on Urban Development (NPS-UD), 2019**

In August 2019, the Ministries of Housing and Urban Development and the Environment released a discussion document with proposals for a National Policy Statement on Urban Development (NPS-UD). This is intended to update, broaden and incorporate the above NPS-UDC. At this stage, the implications of the NPS-UD for the management of urban development in the TRMP are uncertain.

## **Housing Accords and Special Housing Areas Act, 2013 (HASHA Act)**

The purpose of the Housing Accords and Special Housing Areas Act is to enhance housing affordability by facilitating an increase in land and housing supply in certain regions or districts identified as having housing supply and affordability issues. The Act provides for the creation of agreements between these territorial authorities and the Government called "Housing Accords". Housing Accords specify how the parties will work together to achieve the purpose of the Act and set agreed targets for residential developments. The Auckland Housing Accord sets a target of building 39,000 homes in three years.

The Act provided for the establishment of "Special Housing Areas". These are created by Order in Council on the recommendation of the Minister for Housing. The Minister of Housing had be

satisfied that: (i) adequate infrastructure to service qualifying developments exists or is likely to exist; (ii) there is evidence of demand to create qualifying developments in the area, and (iii) there will be demand for residential housing in the area. With effect from September 2019, this section of the Act has been repealed (section 3(1) refers). During the period that it was effective, Tasman received fourteen HASHAA applications listed below. Most of these applications were approved. The outcome from these SHAs has been significant in Tasman. To date about 1,134 lots have been consented as a result of the applications.

Some of those approved will result in the use of land that was zoned for other purposes, particularly in Richmond. This issue is discussed further in section 3.9 of the report (chapter 6. 8 – Richmond).

**Table 4: Special Housing Area applications received by Council**

Settlement	SHAs	No of Lots	Status
Richmond	Arvida	267	Consented
	The Fields	71	Consented
	The Meadows	482	Consented
	Appleby Fields	250	
	323 Hill Street	14	Consented
	Highland Drive	32	
	Angelus Avenue	30	
	Chisnell Street	3	Refused
	Arbour Lea Avenue		Refused
Golden Bay	Pohara, Richmond Road	70	Consented
Marahau	265 Sandy Bay Road	45	

### 3.1.2 Relevant Plan Changes

The TRMP has had a constant programme of rolling reviews (variations and plan changes) since it was first notified. The changes have been introduced to address unintended outcomes, new issues, new priorities and legislative requirements. The plan changes relevant to this topic are outlined in the table below.

Where a plan change has been recently introduced (i.e. <3 years) its impact will be difficult to determine with any accuracy as:

- there may have been limited uptake of the plan provisions (i.e. not many activities undertaken that trigger the new rule set); and/or
- the impact of existing use rights and previously consented activities continue; and/or
- the impacts may not be highly visible until there is a cumulative uptake of the provision.

For those reasons, the implementation of plan changes less than three years old\*\* (from operative date) have not been fully assessed for effectiveness or efficiency.

A section 32 assessment record accompanies every plan change. This record contains a diverse set of reports including external reports commissioned by Council and outsiders and assessments of Council's internal data. These archived records are available on request.

**Table 5: Plan Changes Relevant to this Topic**

Plan Change or Variation	Description of change and key matters
<p><b>**Plan Change 66</b> - Richmond Housing Choice</p> <p>(notified October 2017, operative December 2018)</p>	<p>PC66 promotes intensive housing in Richmond Intensive Development Area, located in central Richmond, around the CBD. It provides for a high standard of amenity through adherence to minimum standards for density, height, setbacks, bulk and scale of the housing relative to its brownfield context, and adjacent land uses, including streets. The PC included some existing standards (applicable to Compact Density development). It also introduced some new standards and processes, such as new minimum site size of 200sqm and provisions that protect privacy and visual amenity.</p> <p>PC66 also enables consents for subdivision and residential building activity for intensive development in RIDA to be applied for separately if conditions are met and provides a new Permitted stormwater standard.</p> <p>PC66 reduced the current minimum parent site size for Compact Density subdivision in the Richmond South and West Development Areas from 5,000 sqm to 1,500 sqm thus aligning the standard with that for the Māpua Special Development Area and the Motueka Compact Density Residential Area.</p>
<p><b>**Private Plan Change Request 62</b> – Progressives - Richmond North Commercial Zone</p> <p>(notified March 2016, operative October 2017)</p>	<p>PPCR 62 rezoned portion of the land (1.32ha) at 144 Salisbury Road, on the corner of Salisbury and Champion Roads, Richmond from Residential to Commercial. The purpose of the rezoning was to provide land for a Countdown supermarket; other small scale retail/commercial development; small community facility (such as a medical centre or childcare facility); and associated car parking, access and landscaping.</p> <p>PPCR 62 may affect the intended outcomes of REDA, PC 20, which had zoned the area for residential development.</p>
<p><b>**Plan Change 65</b> - Wakefield Strategic Review Stage 2</p> <p>(notified October 17, operative April 2018)</p>	<p>PC65 rezoned three specific land areas and added an indicative walkway in Wakefield. These changes followed on from PC58 - Wakefield Strategic Review (below). The changes were suggested by submitters but considered out of the scope of PC58.</p> <p>The changes:</p> <ul style="list-style-type: none"> <li>- rezoned land at Bird Lane, from Rural 1 to (deferred) Residential</li> <li>- rezoned land at Totara View Road, from Rural Residential to Rural</li> <li>- provided for an indicative walkway between Genia Drive and Kilkenny Place</li> <li>- rezoned land at Higgins Road, from Rural 2 to (deferred) Rural Residential.</li> </ul>
<p><b>**Plan Change 58</b> - Wakefield Strategic Review</p> <p>(notified November 15, operative in July 2017)</p>	<p>To meet the projected growth demand and to address existing identified risk, PC58 introduced the following key changes to the TRMP:</p> <ul style="list-style-type: none"> <li>• New Residential zones north and north east of Lord Auckland Road, east of Pitfure Road, and on Edward Street.</li> <li>• New Rural Residential zone where the Tasman Great Taste Trail enters Wakefield.</li> <li>• Some larger lot sizes and increased dwelling setbacks adjoining the Light Industrial zone on Bird Lane.</li> <li>• Some changes to the Industrial zone noise rules to allow existing industrial noise levels to continue as of right at the Residential zone boundary.</li> </ul>

	<ul style="list-style-type: none"> <li>• New closed zone status for the two Heavy Industrial zones that are subject to medium to high flood hazard risk.</li> <li>• Two specified residential locations, close to the heart of Wakefield, where housing choice is encouraged through a non-notification provision.</li> </ul>
<p><b>**Plan Change 59 - Residential Zone Coverage</b> (notified November 15, operative July 2017)</p>	<p>This plan change increased the Permitted maximum coverage rules in the residential zone in some settlements. For Richmond, Motueka, Wakefield and Brightwater building coverage was increased from 33% to 40% and site coverage was set at 70%.</p>
<p><b>**Plan Change 57 - Brightwater Strategic Review</b> (notified November 15, operative March 2016)</p>	<p>To meet the projected growth demand and to address existing identified risk, PC57 introduced the following key changes to the TRMP:</p> <ul style="list-style-type: none"> <li>• A new Residential Zone (with deferment) south east of Snowdens Bush and between Wanderers Avenue and Lord Rutherford Road.</li> <li>• New Light Industrial Zone (with deferment) between Factory Road and River Terrace Road.</li> <li>• New Closed Zone status for parts of the Rural Industrial and Light Industrial Zones that are subject to medium to high flood hazard risk.</li> <li>• Reduction in maximum site coverage in the Light Industrial Zone, the Light Industrial Closed Zone and in parts of Rural Industrial Closed Zone that are subject to medium to high flood hazard risk in Brightwater</li> <li>• Rationalisation of Commercial Zone in Charlotte Lane and on Ellis Street/Starveall St intersection.</li> </ul>
<p><b>Plan Change 51 - Review of Planning Framework for Deferred Urban Development</b> (notified January 2015, operative Sep 2016)</p>	<p>PC 51 amended the provisions governing the process of rezoning identified areas of rural land to urban or rural residential zones, where the land is deferred for some planning reason, i.e.:</p> <ul style="list-style-type: none"> <li>• Amends urban policies to retain opportunities for future urban use and development for all rural zoned land with any urban zone deferral until the deferral is removed.</li> <li>• Replaces the procedural rules in Section 17.14, to provide a consistent sequence of steps for all deferred areas to become rezoned once the reason for deferral is satisfied, by either council or a developer.</li> </ul>
<p><b>Private Plan Change Request 49 - Foodstuffs- Three Brothers Corner</b> (notified April 2013, operative in August 2014)</p>	<p>PPCR 49 rezoned about 1.64 ha of land located at 31 – 37 Bateup Road, 135 Gladstone Road and 13, 15, 21 and 32 Paramu Place, Richmond from Residential to Commercial for a New World supermarket and small scale retail/commercial development and associated car parking, access and landscaping.</p> <p>PPCR 44 may affect the intended outcomes for Richmond South which is zoned for residential development.</p>
<p><b>Plan Change 44 - Motueka Central Development</b> (notified April 13, operative in January 2015)</p>	<p>PC 44 provided for Motueka’s growth in that it re zoned some residential land in the vicinity of Decks Reserve and between High and Inglis Streets for business (commercial).</p>



<p><b>Plan Change 43 -</b> Motueka West Development  (notified April 13, operative January 2015)</p>	<p>PC 43 provided for Motueka’s growth in that it rationalised and rezoned some already urban zoned and Rural 1 land between Pah and King Edward Streets to provide for additional and wider range of business zonings and for more compact forms of residential development close to the CBD. At the time and currently, the rezonings from rural land are deferred for services. The changes responded to the assessed need for more residential and business land and are expected to support the sustainable urban development of the town.</p>
<p><b>Plan Change 32 -</b> Wall Offset- Residential zone  (notified March 2012, operative August 2012)</p>	<p>PC32 deleted the requirement for an offset in the alignment of walls longer than 15 metres of dwellings and other buildings in the Residential Zone (only) as on review it was considered ineffective in achieving its purpose and consents for rule breach were always granted.</p> <p>The equivalent rules in the Tourist Services, Mixed Business, and Industrial Zones, where the scale of buildings is larger, were not reviewed.</p>
<p><b>Plan Change 22 –</b> Māpua/Ruby Bay Development  (notified March 2011, operative in January 2015)</p>	<p>PC22 provided for future expansion of Māpua township and Ruby Bay away from low-lying land and the inundation and erosion prone coastline between Māpua and Ruby Bay onto more elevated land northwest of the township. The provisions included:</p> <ul style="list-style-type: none"> <li>- opportunities for an increase in residential density on some sites close to amenities in Māpua;</li> <li>- provision for new interconnecting walkways, open spaces and business sites;</li> <li>- new opportunities for recreation, housing and tourism on the remediated contaminated site adjoining the intersection of Aranui Road and Tahī Street and the Waimea Estuary;</li> <li>- retention of coastal landscape values by limiting development east of Seaton Valley Stream and south west of Higgs Road;</li> <li>- revision of the coastal hazard area to take account of coastal erosion, coastal and freshwater inundation and the latest information on climate change (including sea level rise).</li> </ul> <p>Stage 2 and southern areas - Mapua and Higgs Roads south and Korepo Road south, 29 Aranui Road for Residential and Rural Residential North of Warren Place for Light Industrial currently remain deferred for services.</p>
<p><b>Proposed Plan Change 37</b> Richmond West and South Greenway  (notified August 2012; is not operative and is likely to be withdrawn)</p>	<p>PC 37 proposed replacing existing zonings with Open Space zoning, for land forming the Richmond west and south greenway. The reason for the change is that the greenway is to be progressively acquired and managed as urban open space to support stormwater drainage, recreation, aquatic ecosystem and active transport values in the future urban setting of the network.</p>
<p><b>Plan Change 10</b> <b>(Variations 61, 62, 63) –</b> Richmond West Development Area and Sustainable Urban Development Provisions  (notified October 2007, operative March 2014)  AND</p>	<p>PC10 provided for the westward urban expansion of Richmond between State Highway 6 and McShane Road and land for industrial use north of McShane Road to accommodate regional and local industrial, commercial and residential development over the long term. A 45 year plan horizon was adopted with a two staged development process. Although some residential development was provided primarily for, RWDA provided a business hub for the region over the long term, to 2051.</p> <p>PC 10 formed part of a long-term strategic approach to provide for the growth of Richmond commenced through the Richmond Development Study (2003).</p>

<p><b>Variation 1 to Plan Change 10</b> - Richmond West Development Area (notified October 2007, operative March 2014)</p>	<p>Not all of the proposed PC10 proposals survived the plan change process. Those that did include:</p> <ul style="list-style-type: none"> <li>- network of public greenways as indicative reserves that accommodate the natural stormwater system and walking and cycling routes that connect the future urban area with the rest of Richmond and the Waimea Inlet.</li> <li>- new Mixed Business Zone designed to provide for large format retail and light industrial development with limited adverse effects and a retail precinct adjacent to Lower Queen Street. The Mixed Business zone was designed to provide a buffer between new residential and existing industrial development.</li> <li>- new consent status and amended processes for hazardous facilities in the new Mixed Business Zone.</li> <li>- higher performance stormwater infrastructure, for new Industrial zones, including to help manage cumulative risks from hazardous facilities locating near the Waimea Estuary.</li> </ul> <p>After the RWDA PC10 was made operative in 2014, in terms of Housing Accords and Special Housing Areas (HASHA) Act 2013, Council received applications for residential development on land within RWDA for residential rather than the zoned mixed business and light industrial uses. The applications were approved and from 2018, the consents are being granted. Currently, at 2019, rezoning of the affected land is proceeding.</p> <p>The use of land for residential rather than originally planned for business uses must compromise intended plan change outcomes and has implications for the sustainable urban growth of Richmond and the region.</p> <p>The close location of a large residential area adjacent to existing industrial activities is likely to generate cross boundary effects that will require mitigation through other methods.</p> <p>In 2019, the Nelson Tasman region's capacity to provide for business development, particularly industrial development was reviewed and alternative locations considered, (discussed further in Chapter 6.5 and 6.6 - Land for commercial and industrial activities below.) In summary the region is expected to have sufficient land zoned for business development to 2048.</p>
<p><b>Plan Change 20</b> – Richmond East Development Area (notified August 2010, operative August 2012)</p>	<p>PC20 provided for part expansion and part intensification of a high amenity residential environment located on the east of Richmond to accommodate some of the future urban growth needs for the town.</p> <p>Nelson City Council (NCC) and TDC planned the development of Nelson South and Richmond East, together. Proposed Nelson South Plan Change 18 to the NRMP was notified round the same time as PC 20.</p> <p>PC20 formed part of a long-term strategic approach to provide for the growth of Richmond commenced through the Richmond Development Study (2003).</p> <p>PC20 provided for:</p> <ul style="list-style-type: none"> <li>- the rezoning of relatively flat, stable land located north west of Hill Street from Rural Residential Serviced to medium density Residential (minimum lot size 350 sqm), including provisions that enable higher density comprehensive development.</li> <li>- the rezoning of land that is relatively stable and has a relatively low slope gradient located south east of Hill Street from Rural Residential Serviced to Residential for: <ul style="list-style-type: none"> <li>- standard density (minimum lot size 600 sqm); and</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>- low density (minimum lot size 850 sqm) for the western precinct and foothill precinct,</li> </ul> <p>but excluding provisions that enable higher density comprehensive development.</p> <ul style="list-style-type: none"> <li>- the retention of the current Rural Residential Serviced zoning for some land on the hill slope periphery for low density development (minimum lot size 2,000 sqm).</li> <li>- the rezoning of some land on the hill slope periphery from Rural 2 to Rural Residential Serviced for low density development (minimum lot size 2,000 sqm).</li> <li>- the deferral of: (a) land to be rezoned from Rural 2 to Rural Residential Serviced located above the 62.5 metre contour level, for water supply; and (b) some land south east of Park Drive located on or served by Champion Road, for wastewater.</li> </ul> <p>Notified with PC20 were plan changes relating to Active Fault Rupture Risk Management (PC21) and Slope Instability Risk Area Review, Richmond (PC 31).</p> <p>Currently some of the area at the top of Champion Road, remains deferred for water supply and wastewater.</p> <p>PPCR 62 (Progressives Richmond North Commercial zone is likely to affect the intended outcomes of REDA PC20 which had zoned the area for residential development.</p>
<p><b>Variation 49 (Change 5)</b> Richmond South Development Area – north east of Hart/Bateup Roads (notified March 2006, operative October 2010)</p>	<p>V49 and V50 provided for limited southwards expansion of Richmond of approximately 125 hectares between State Highway 6 north of Hope and Hill Street, to accommodate some of the future urban growth needs for the town. This PC formed part of a long-term strategic approach to provide for the growth of Richmond commenced through the Richmond Development Study (2003).</p> <p>The RSDA expansion proposed a high amenity urban living environment, consisting primarily of medium density residential development, with the ability to provide for compact density forms of residential development.</p>
<p><b>Variation 50 (Change 5)</b> Richmond South Development Area – south west of Hart/Bateup Roads (notified March 2006, operative October 2010)</p>	<p>An urban design guide, which formed part of the TRMP, was prepared to support development decision-making in this area.</p> <p>V49 proposed amendments to the planning maps for the land immediately north-east of Hart Road; and V50 proposed the bulk of the text amendments to the Plan for the RSDA, including planning map amendments for land to the southwest of Hart and Bateup roads.</p> <p>V50 also introduced into the TRMP a new chapter 6.1 - Sustainable Urban Design - with objective and policies, supported by changes to some residential subdivision rules, to apply to all future urban development in the District, not only the RSDA. These provisions address sustainable urban design principles and seek to enhance living, working and recreational uses of urban areas.</p> <p>Currently, a significant portion of RSDA south west of Hart/Bateup Roads remains deferred for water supply.</p>
<p><b>Variation 57 –</b> Takaka Eastern Golden Bay Settlement Policies (notified July 2007, operative October 2010)</p>	<p>V57 provides a framework for all future settlement planning in the Takaka-Eastern Golden Bay Area.</p> <p>The main issues that the Variation addressed are the protection of landscape values, both rural and coastal, and the protection of land that has high productive value (Class A and B soils). Other issues that are important are</p>

	<p>avoiding flood risk, and ensuring that settlements are efficiently and effectively serviced. V57 provides a policy framework for the issues.</p> <p>At the time, it was anticipated that further planning decisions would be made within separate planning processes associated with proposed new zones, new rules and standards for development, private plan change proposals, or resource consent applications within the current framework. Further planning has not progressed due to potential flood risk and low actual and projected population growth.</p>
<p><b>Variation 48 –</b> Motueka East rezoning (notified March 2006, operative Nov 2008)</p>	<p>V48 provided for some further residential growth in eastern Motueka. It allowed for residential development on a 7-hectare area of Rural 1 zoned land located between Courtney Street, Old Wharf Road and the Moutere Inlet. The land was relatively easy to service and is located close to amenities such as schools and the central business district.</p>
<p><b>Variation 47 –</b> St Arnaud Landscape Priority Area (notified March 2006, operative Nov 2008)</p>	<p>Following community representations, V47 deleted portion of the St Arnaud Landscape Priority Area from certain lots (2 DP 20515, Lot 1 DP 20161 and Lot 2 DP 19161).</p>
<p><b>Variation 45 -</b> Brightwater South rezoning (notified Dec 2005, operative Nov 2008)</p>	<p>V45 rezoned a small portion of land in Brightwater South from Rural 1 Deferred Residential zone to the Rural 1 zone.</p>
<p><b>Variation 26 –</b> Visitor accommodation in the Residential zone (notified Sep 2002, operative Nov 2008)</p>	<p>V26 clarified that a home occupation that is small scale visitor accommodation is a permitted activity in the Residential Zone (up to four visitors permitted) and introduced an on-site parking requirement.</p>
<p><b>Variation 11 -</b> Site Size for Dwellings in Serviced Areas (notified Nov 2001, operative Nov 2008)</p>	<p>V11 proposed changes to the Residential zone to clarify: (a) the minimum area required for each dwelling on a site; (b) that one dwelling is permitted per site; and (c) three or more dwellings on a site must be comprehensively planned.</p> <p>V11 also introduced: (d) Controlled activity status for construction of a second dwelling on a site; and (e) reduced the average net area for lots slightly to encourage the resubdivision of some larger lots in Richmond.</p>
<p><b>Variation 8 -</b> Zone Change Tapawera (notified Dec 2000, operative Nov 2008)</p>	<p>V8 proposed a change of zoning for land located in Main Street Tapawera from Recreation to Residential as alternative reserve land had been acquired.</p>
<p><b>Variation 7 -</b> Zone Change Murchison (notified Dec 2001, operative Nov 2008)</p>	<p>V7 proposed a change of zoning for a property at 10 Milton Street, Murchison from Conservation to Residential.</p>

### 3.1.3 Relevant Case law

#### **Trotman vs TDC (2013) NZEnvC 229**

This case challenged the management of Rural 1 Deferred Residential zoning and more generally the deferred zoning provisions in the TRMP and resulted in Plan Change 51 - Review of Planning Framework for Deferred Urban Development (operative, September 2016). As mentioned above in section 3.1.2, changes to the TRMP included amendments to urban policies to provide for the retention of opportunities for future urban use and development for all rural zoned land with any urban zone deferral until the deferral is removed. The case is described in further detail below.

*“Court allowed an appeal regarding a decision by the TDC not to allow subdivision and land use consent to erect a dwelling house on a site at Hart Road, Richmond. Subdivision was a discretionary activity in the zone which was Rural 1 Deferred Residential. Deferment was subject to reticulated water supply being provided, either by TDC or to the satisfaction of TDC. The Current Council Long Term Plan showed investment for water supply in this zone scheduled for beyond 20 years. The Court considered the interpretation and application of the policy framework for the Rural 1 zone and deferred residential zone. It also considered the weight to be given to potential adverse effects generated by the proposal such as the impact on rural amenity values and reverse sensitivity issues as well as precedent issues.*

*The Court found that the Rural Residential zone had no directly related objectives and policies guiding its application which was a “significant and unfortunate vacuum, particularly in the situation where Council’s present thinking is that the deferment could be for a period as long as twenty years or more.” The Court found there were deficiencies in the TRMP provisions for transition from Rural to Residential over time which affected its application of either zone’s provisions in the case. The Court allowed the appeal and granted consent. It assessed the application under Rural 1 provisions, taking into account that zone would be residential in the future, and because of this found there were not adverse effects on rural productivity. The proposal would cause a major adverse effect on the amenity of the locality.” (Tasman Law, Appendix 2, pg. 7).*

#### **Combined Rural Traders Society Limited and Metlifecare Oakwoods v Tasman District Council C056/08**

This case challenged TDC’s interpretation of TRPS and PTRMP provisions concerning the amenity effects of a large commercial activity in the Residential zone, in an urban environment in Lower Queen Street, Richmond.

*“This was a successful appeal by Metlifecare against the TDC grant of consent to CRT for a commercial development on a site in Lower Queen Street. The appeal focussed on issues of amenity, precedent and the ongoing integrity of plan provisions which related to residential matters in the zone. The Court noted that the matter was finely balanced with the applicant (CRT) arguing the area was in transition and could easily absorb a commercial development and the appellant (Metlifecare which owned a residential village and hospital adjacent to the site) emphasising the strong residential amenities which maintained the zone and locality of the site.*

*The Court considered the TRPS and PTRMP provisions (including the objectives and policies of the PTRMP pertaining to the residential zone and urban environment). It*

*found the proposal was contrary to most of the key provisions. The Court found that the area of the site on the southwestern side of Queen Street was essentially residential in character and that if formed part of a linear stretch of residential activity that was physically and visually separated from the industrial/commercial land uses to the south east. The Court granted the appeal and cancelled the consent because the adverse effect on the residential amenity of the neighbourhood outweighed the positive effect. The proposal would cause a major adverse effect on the amenity of the locality.” (Tasman Law, Appendix 2, pg. 7).*

### 3.1.4 Other factors

#### Population Change

Tasman District has experienced significant population and demographic changes since the TRMP was first notified in 1996. The figure below illustrates these changes.

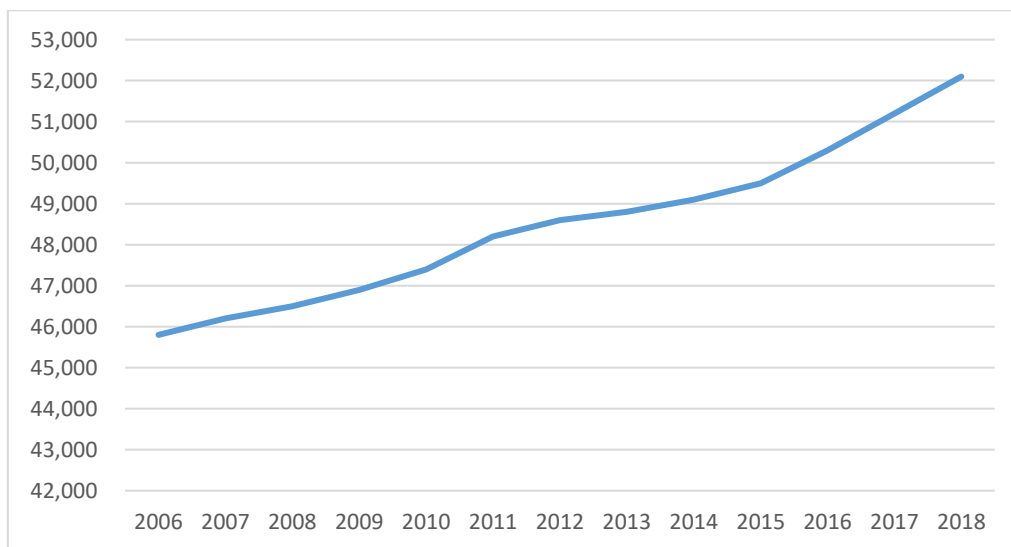


Figure 1: Population Growth, Tasman District

Tasman undertakes growth planning for most of its settlements on a regular tri annual basis. This has resulted in Council undertaking more detailed urban planning for the settlements experiencing the most growth pressure, (Richmond, Māpua/Ruby Bay, Motueka, Wakefield and Brightwater) as well as the development of the Rural 3 zone designed to accommodate clustered rural residential living where the land is not of high productive value. Population growth has been accompanied by a steady:

- decrease in household size which results in an increase in the type and the number of dwellings required to accommodate residential demand for housing; and
- increase in proportion of the population aged over 65 which also affects the type and location of residential demand.

#### Economic Drivers

Increases in population growth and a relatively high level of GDP in the region in comparison to the national average, if not the south island average, have impacted on the demand for and price of serviced land for urban development. The figure below shows the Nelson Tasman GDP in comparison to the national average.

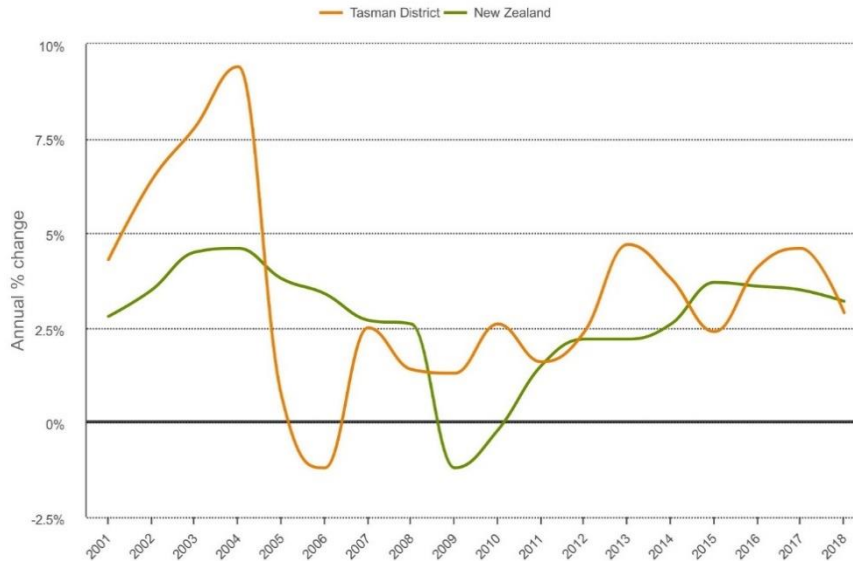


Figure 2: GDP Comparisons

## 3.2 Chapter 6 - Overview

### 3.2.1 Internal Consistency of Provisions

Overall, chapter 6 objectives and policies are well provided for within subdivision and land use rules.

#### (a) Land for Residential Activities

Chapter 6 objectives provide for key issues related to urban development including provision of land for different types of urban development, namely land for industrial and commercial activities. A weakness is that it does not have an objective that provides land for residential development.

It is recommended that an objective / sub chapter that provides for a supply of suitably located residential land to accommodate the medium to long term residential needs of the District is included in Chapter 6. This chapter could include the scattered Chapter 5 and 6 provisions relating to choice of residential location, form, and density and accommodate the requirements of the NPS-UDC, including affordability.

#### Recommendation

Include a subchapter and objective that addresses 'Land for residential development' and associated issues such as housing provision, choice of location, density, form and affordability.

The reasons for the recommendation are:

- (i) Land for all categories of urban development needs to be planned and provided for.
- (ii) The increasing national focus on planning better for sustainable urban development, which ironically is focused on adequate provision, into the future, of a diverse range of residential opportunity that is affordable and sustainable (NPS - UDC and NPS –UD/C refer).
- (iii) From a housing perspective, Tasman is the second least affordable region in New Zealand.

## **(b) Duplication and Gaps**

There is a significant content repetition in the Chapter, both within and between the general and settlement specific provisions. In part, this is due to rolling plan changes. It is also due to the lack of settlement specific objectives and scope of the general objectives, particularly objective 6.7.2 - Settlement character and design - which is limited to “Maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes.” This results in a duplication of settlement specific policies under both the general and settlement specific policies.

### **Recommendation**

In line with recommendations made for report section 3.8 which assesses chapter 6.7, amend the settlement chapters 6.7, 6.8 – 6.22 to provide that settlement specific policies are located in the settlement chapters and policies of general application are located in the sub-chapters with general application (6.1- 6.7).

The reason for the recommendation is to reduce duplication and improve effectiveness and efficiency of the overall Chapter 6.

## **3.3 Chapter 6.1 - Sustainable Urban Design and Development**

### **3.3.1 Internal Consistency of Provisions**

‘Overall, this set of policies has a good connection to rules that give effect to them. There are some issue-specific policies (e.g. 6.1.3.2) that rely on process and application of general rules (e.g. ‘subdivision’) to give effect to them.

There is an identified weakness with policy 6.1.3.3 regarding ‘ensuring the establishment of riparian planting’, which implies an active response to riparian planting and maintenance of those plantings. Beyond the creation of a riparian strip itself, there is nothing in the rules to ensure that plantings and their maintenance are provided.’ (SLS).

### **3.3.2 Evidence of Implementation**

The plan contains a comprehensive package of provisions designed to achieve sustainable urban design and development, in conjunction with other Council planning documents and standards, i.e.:

- (i) TRMP policy, subdivision, zone rules and urban design guidance provides for:
  - a range of housing types
  - a range of residential densities
  - enhancement of natural environmental qualities and features
  - sufficient zoned and serviced land available to provide for projected levels of urban development
  - urban design guidance.
- (ii) Council engineering standards or land development manuals are designed to achieve sustainable urban development.
- (iii) LTP funding for planning assessments and infrastructure provision for sustainable urban design.



Tasman’s urban settlements demonstrate the outcomes of the urban planning framework.

### 3.3.3 Effectiveness and Efficiency

Overview - Sustainable urban design and development	Rating
<p><b>Objective 6.1.2.1</b> Urban buildings, places, spaces and networks that together, by design, sustain towns as successful places to live, work and play. C5 3/06, Op 10/10</p> <p><b>Objective 6.1.2.2</b> A wide range of living opportunities in urban locations that incorporate urban design principles. C66 10/17, Op 12/18</p> <p><b>Analysis with Conclusions and Recommendations</b></p> <p><b>(a) Sustaining towns as successful places to live, work and play</b></p> <p>The broad purpose of this sub chapter is to ensure “that growth and development of Tasman, towns and urban areas have socially and economically livable and environmentally sustainable design features” (Issue 6.1.1). This issue remain relevant.</p> <p>Variations 49 and 50 – RSDA (PC 5) introduced the Chapter 6.1 objectives into the TRMP. The provisions apply to all future urban development in the District’s small and larger towns, not only the RSDA. PC5 also introduced an urban design guide, which forms part of the TRMP, to support decision-making.</p> <p>In 2011, PC22 – Māpua Ruby Bay Development - added a general policy encouraging medium density housing development within walking distance of or close to town centres and urban facilities, including public transport (policy 6.1.3.1(j)).</p> <p>In 2019 PC66 - RIDA added an objective 6.1.2.2 and policy 6.1.3.1(k) providing for a wide range or choice of residential density and form; and policy 6.1.3.1A encouraging medium density development in locations specified in the TRMP.</p> <p>The introduction of chapter 6.1 into the TRMP urban design guide and zone rules designed to enhance the urban environment marked the adoption of integrated growth planning for the settlements in the District, resulting in plan change to accommodate integrated urban growth (Richmond – PC 5, PC 10, PC 20, PC 66, Motueka – PCs 43 and 44, Māpua /Ruby Bay – PC 22, Wakefield – PC 58 and 65 and Brightwater PC57 and PC59 –increases in coverage for some settlements).</p> <p>These plan changes also provided opportunities for densification of residential development and introduced different methods of providing for medium density residential development (compact density or intensive development instead of comprehensive development (chapter 6.2 refers).</p> <p>In Richmond, in particular, plan changes providing for integrated urban growth to a limited extent have be compromised by HASHA Act and Private Plan Changes decisions. This issue is discussed further under Richmond settlement.</p> <p>Towns subject to less growth pressure, have not but could benefit from plan processes that review their urban form and function.</p> <p><b>Conclusions</b></p> <p>The above integrated urban plan changes respond to the chapter 6.1 objectives and in broad terms achieve the objective 6.1.2.1 of “sustaining towns as successful places to live work and play”.</p>	<p>Partial achievement</p>

## Recommendations

Continue to review and provide for the growth and development of urban settlements in a way that promotes sustainable urban development.

Conduct integrated planning reviews for the towns in the district that have not been subject to such review over the lifetime of the TRMP.

### (b) A wide range of living opportunities incorporating urban design

#### (i) Urban Design Guide

The urban design guide has limited regulatory status. It applies to the development areas as follows: For permitted buildings in the RSDA, RWDA, RIDA, MWDA, MDA and MSDA, the design guide may help in successful design. For controlled and restricted discretionary subdivision and buildings in the RSDA, RWDA, MWDA, MDA and MSDA, and for discretionary subdivision and restricted discretionary and discretionary buildings in RIDA, consistency with the design guide is a matter for considering when imposing conditions or granting or declining applications (restricted / discretionary activities only).

#### Conclusion

Although incrementally updated, the Guide's minimal application has limited its impact on the quality of urban design and development in the District.

#### Recommendation

Review/ update Urban Design Guide and consider options for its wider application to all medium density subdivision and potentially residential development rather than just to such activity located in the development areas.

#### (ii) Urban Design - the Panel

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

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

Boffa Miskell assessment <sup>2</sup>of urban design panel effectiveness indicates that any intervention usually improves the quality of design. Feedback from three resource consent applicants noted that design panel recommendations were implemented.

On the other hand the Richmond Residential Steering Group provided feedback that a clear and appropriate regulatory framework is more effective and efficient than voluntary design advice and increase certainty for developers.

Staff note the weak link between the urban design policies and rules. It also noted that currently the Council's consent department does not have the capacity to assess the urban design effects of medium density development and that beyond a certain density, better outcomes may be achieved if such applications are reviewed by an urban design panel.

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<sup>2</sup> Presentation to Urban Design Forum Conference - Urbanism New Zealand, 2018

## Conclusion

Due to the voluntary nature of the recommendations and limited use of the Nelson Tasman urban design panel, its regulatory effectiveness is limited. Its mere existence may positively encourage better design and panel intervention may assist design outcomes.

## Recommendations

- Retain voluntary opportunity for urban design panel oversight and voluntary status of the panel recommendations.
- Consider requiring Urban Design Panel review or urban design review in certain circumstances. For example, require all Discretionary consent level developments above a certain density to be assessed for urban design. For example, require all Discretionary consent level developments beyond a certain density to be assessed by the urban design panel.
- Continue to focus on improving the regulatory effectiveness of the Plan to increase certainty for developers.

The reasons for the recommendations is to create a firmer link between urban design policies and rules.

### (iii) A wide range of living opportunities - choice of (location?) density and form

The section 3.2.1(a) recommendation to include a Chapter 6 subchapter and objective that addresses 'Provision of land for residential development' and associated housing issues such as sufficient provision, choice of location, density and form and compliance with the NPS-UDC refers.

The topic of density is addressed, below, under Chapter 6.2 – Land effects from Urban Growth.

Since inception, the TRMP has provided for a choice of residential location, density and form. Policy 5.2.3.7 'enables a variety of housing type'. Policy 5.3.3.1 provides for the maintenance of the low or medium density residential character within the existing urban areas, except where higher residential density is provided for in specified development areas (PC5, 2010). Policy 5.3.3.1A 'Enables medium density housing with a high standard of amenity in specified locations. Policy 5.4.3.1 also "enables a variety of housing types" and adds a set of demographic and societal drivers as justification for providing that variety. In 2018, PC66 added further provisions relating to this topic.

The plan provisions that would give effect to these policies are the provisions for:

(a) a range of minimum lot sizes on subdivision, (b) provisions for more than one dwelling on a site; provisions for medium density residential development (Comprehensive development as the default method with Compact density and Intensive development in specified locations); and a variety of locations.

Staff note that there is no policy around affordable housing. Given that Tasman, at October 2019 is rated the second most unaffordable region to build a house, this issue needs further investigation.

Staff note that although there are three methods and rule pathways for providing for medium density development, there is no specific policy or rule provision for retirement villages or older person housing. Given the increasing proportion of the population projected to be 65 years of age, over the next 30 years, it would be appropriate to introduce a policy framework for older person housing and retirement village living into the plan.

## Conclusions

Largely this objective is being achieved in settlements that have benefited from integrated urban plan changes. Most of the settlement urban plan changes listed in the above section 3.1.2

<p>- Relevant plan changes - have provided additional land for residential development and for a variety of residential form but do not address affordability or older person housing.</p> <p>The provisions in TRMP Chapter 5 and 6 duplicate one another and it is recommended that duplication is reduced by addressing the topic once. It is probably best placed in Chapter 6.1.</p> <p><b>Recommendations</b></p> <ul style="list-style-type: none"> <li>• Policies relating to housing choice and medium density development are: <ul style="list-style-type: none"> <li>▪ rationalised and located in chapter 6 ( i.e. 6.1.3.1(j) and (k), 6.1.3.1A, 6.2.3.2A, 5.2.3.7, 5.3.3.1, 5.3.3.1A, 5.4.3.1);</li> <li>▪ located in a sub-chapter 6.5A entitled ‘Provision of land for residential activities’ that focuses on this issue and aligns with the requirements of the NPS-UDC.</li> </ul> </li> <li>• Introduce policy frameworks for affordable and older person housing and into the plan.</li> </ul> <p><b>(c) Density</b></p> <p>Changes enabling medium density development in specified areas have been introduced into the TRMP over time.</p> <p>For full assessment of the topic of “density” refer to the topic immediately below Chapter 6.2 - land effects from urban growth below.</p>	
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Recommendations per Provision - Sustainable Urban Design and Development	
Objective and Policy Set	Recommendations
<p><b>Objective 6.1.2.1</b></p> <p>Urban buildings, places, spaces and networks that together, by design, sustain towns as successful places to live, work and play. C5 3/06, Op 10/10</p>	<p>Retain</p>
<p><b>Objective 6.1.2.2</b></p> <p>A wide range of living opportunities in urban locations that incorporate urban design principles. C66 10/17, Op 12/18</p>	<ol style="list-style-type: none"> <li>1. Retain policy.</li> <li>2. In addition, review and update Urban Design Guide and consider options for its wider application to all subdivision and to all forms of denser residential development (Comprehensive, Compact density and Intensive development).</li> <li>3. Retain voluntary opportunity for urban design panel oversight and voluntary status of the panel recommendations but in addition: <ul style="list-style-type: none"> <li>• Include in the TRMP a trip requiring Urban Design Panel review in certain circumstances. For example, require all Discretionary consent level developments beyond a certain density to be assessed by the urban design panel.</li> <li>• Continue to focus on improving the regulatory effectiveness of the Plan to increase certainty for developers.</li> </ul> <p>The reasons for the above are to create a stronger link between the policy and the rules.</p> </li> </ol>

	<p>4. Policies relating to housing choice and medium density development are:</p> <ul style="list-style-type: none"> <li>located in a sub-chapter 6.5A entitled 'Provision of land for residential activities' that aligns with the requirements of the NPS-UDC.</li> <li>rationalised (i.e. 6.1.3.1(j) and (k), 6.1.3.1A, 6.2.3.2A, 5.2.3.7, 5.3.3.1, 5.3.3.1A, 5.4.3.1,).</li> </ul>
<p><b>Policy 6.1.3.1</b></p> <p>To encourage subdivision and development to incorporate sustainable urban design principles by:</p> <ul style="list-style-type: none"> <li>(a) encouraging a sense of place and identity;</li> <li>(b) working with the natural characteristics of sites;</li> <li>(c) creating opportunities to enhance natural values;</li> <li>(d) providing a high degree of connectivity within road networks;</li> <li>(e) providing for safe walking and cycling;</li> <li>(f) designing local roads to ensure a safe low traffic speed environment on local streets and accessways;</li> <li>(g) creating a streetscape which enhances perceptions of safety;</li> <li>(h) managing stormwater run-off on site where possible, and ensuring off-site stormwater run-off does not increase flood risk nor adversely affect water quality in waterways and the coastal marine area for aquatic ecosystems and recreation; and</li> <li>(i) locating and designing development to address cross-boundary effects between land uses.</li> <li>(j) encouraging medium density housing development in the forms of compact density and comprehensive housing and intensive residential development within walking distance of or close to town centres and urban facilities, including public transport, walking distance of town centres and urban facilities.</li> <li>(k) providing for a choice of residential density and form within the District, taking into account people's preferences, the existing character of neighbourhoods, topography, proximity to town centre, the capacity of infrastructure and the constraints of the land resource.</li> <li>(l) enabling protection of heritage sites, items and values, cultural heritage and protected trees.</li> </ul>	<p>Retain, but;</p> <ul style="list-style-type: none"> <li>- Rationalise, 6.1.3.1(j) and (k) and 6.1.3.1A and 6.2.3.2.</li> <li>- Relocated 6.1.3.1(j) and (k) to a sub-chapter 6.5A entitled 'Provision of land for residential activities' that addresses land for residential development and aligns with the requirements of the NPS-UDC.</li> </ul> <p>6.1.3.1(d)-(g) addressed in chap 11.</p> <p>6.1.3.1(h) addressed in regional review.</p> <p>6.1.3.1(l) addressed in chap 1.</p>
<p><b>Policy 6.1.3.1A</b></p> <p>To encourage medium density housing developments that achieve a high standard of amenity in areas identified on the planning maps as the Richmond</p>	<p>Retain but relocate to a sub-chapter 6.5A entitled 'Provision of land for residential activities' that</p>

<p>South, Richmond West, Mapua Special and Richmond Intensive development areas and the Motueka West Compact Density Residential Area by:</p> <p>(a) ensuring the suitable and compatible location, height, density, scale and bulk of intensive residential development relative to its context and adjacent land uses, including streets and reserves.</p> <p>(b) encouraging best practice and design through the use of the Council’s Urban Design Guide.</p>	<p>addresses land for residential development and aligns with the requirements of the NPS-UDC.</p>
<p><b>Policy 6.1.3.2</b></p> <p>To integrate the management of stormwater run-off with the maintenance and enhancement of natural waterways, vegetation and wetlands, and co-locate provision of passive recreational opportunities, and pedestrian and cycle access.</p>	<p>Addressed in regional review.</p>
<p><b>Policy 6.1.3.3</b></p> <p>To ensure the establishment of riparian planting along urban waterways to maintain and enhance water quality and natural habitats, improve indigenous biodiversity of the catchment, and reduce stream bank erosion while providing access for channel maintenance.</p>	<p>Addressed in chapter 8.</p>
<p><b>Policy 5.2.3.7</b></p> <p>To enable a variety of housing types in residential and rural areas.</p>	<p>Policies relating to housing choice and medium density development are:</p> <ul style="list-style-type: none"> <li>- located in a sub-chapter 6.5A entitled ‘Provision of land for residential activities’ that aligns with the requirements of the NPS-UDC.</li> <li>- rationalised (i.e. 6.1.3.1(j) and (k), 6.1.3.1A, 6.2.3.2A, 5.2.3.7, 5.3.3.1, 5.3.3.1A, 5.4.3.1).</li> </ul>
<p><b>Policy 5.3.3.1</b></p> <p>To maintain the low or medium density residential character within the existing urban areas, except where higher residential density is provided for in specified development areas.</p>	<p>Policies relating to housing choice and medium density development are:</p> <ul style="list-style-type: none"> <li>- located in a sub-chapter 6.5A entitled ‘Provision of land for residential activities’ that aligns with the requirements of the NPS-UDC.</li> <li>- rationalised (i.e. 6.1.3.1(j) and (k), 6.1.3.1A, 6.2.3.2A, 5.2.3.7, 5.3.3.1, 5.3.3.1A, 5.4.3.1).</li> </ul>
<p><b>Policy 5.3.3.1A</b></p> <p>To enable medium density housing with a high standard of amenity in specified locations.</p>	<p>As for policy 5.3.3.1 above.</p>
<p><b>Policy 5.4.3.1</b></p> <p>To enable a variety of housing types, recognising different population growth characteristics, age, family and financial circumstances and the physical mobility of, or care required by, residents.</p>	<p>As for policy 5.3.3.1 above.</p>

## 3.4 Chapter 6.2 - Land Effects from Urban Growth

### 3.4.1 Internal Consistency of Provisions

“This set of policies is well provided for within subdivision and land use rules.”

There is some duplication, between:

- (a) the protection of productive land policies 6.2.3.3, 5 and 8 and chapter 7.1 and 2 policies;
- (b) provisions that promote densification of existing urban development within chapter 6 general and settlement specific policies (discussed under “general’ above).

However environmental context is not duplicated. There are interface issues both within and between urban and rural areas.

#### Recommendation

It is recommended that the Chapter 6.2 objective and policy set is retained, albeit with minor amendment. The reason is that the provisions focus on the topic in context of urban development, while the Chapter 7 provisions focus on the topic in context of rural development and activities.

### 3.4.2 Evidence of Implementation

The plan contains provisions designed to use urban land efficiently and to minimise the loss of high productive land to urban development i.e:

- (a) Zone provisions that apply buffering techniques and boundary setbacks.
- (b) Plan methods and changes that:
  - avoid or mitigate risks of extending urban development onto land of high productive value; or subject to natural hazards.
- (c) Plan provisions that provide for:
  - Minimum lot sizes
  - Urban densification through 2nd or further dwelling construction on one site
  - Urban densification (comprehensive, intensive and compact density residential development.)
- (d) Plan changes that provide for urban expansion that avoids (or mitigates) the loss of high productive and risk of natural hazard.

The Evaluation Report on the Effectiveness of the TRMP Policies relating to Rural Land Use and Subdivision Rural land Use and Subdivision, 2013 provided evidence of encroachment of urban development on to productive rural land through assessment of zone changes, complaints about rural activities, urban land cover and subdivision of rural productive land.

Evidence of the densification of urban areas was provided through assessments of: (i) density of residential zoned properties; (ii) number of properties with second dwellings; and (iii) consents granted for higher density development in context of standard development.

### 3.4.3 Effectiveness and Efficiency

Overview - Land Effects from Urban Growth	Rating
<p><b>Objective 6.2.2.1</b> Urban growth that avoids or mitigates the loss of land of high productive value and the risks of extending onto land subject to natural hazards.</p> <p><b>Objective 6.2.2.2</b> Urban growth and sufficient opportunities, including redevelopment opportunities that encourage more efficient use of land, energy and provision of infrastructure, services and amenities. C66 10/17, Op 12/18</p> <p>The evaluation covers the following topics:</p> <ul style="list-style-type: none"> <li>(a) Effective and efficient use of existing urban land and infrastructure – including density</li> <li>(b) Loss of productive land to urban development and through cross boundary reverse sensitivity effects</li> <li>(c) Avoidance / mitigation of risks of extending urban development on to land subject to natural hazards is addressed in the Chapter 13 report</li> </ul> <p><b>Analysis with Conclusions and Recommendations</b></p> <p><b>(a) Loss of productive land to urban development and through cross boundary reverse sensitivity effects</b></p> <p>This issue was assessed in the Urban Interface section of – the Evaluation Report on the Effectiveness of the TRMP relating to Rural Land Use and Subdivision, August 2013 (Section 2, pages 6-18). The evaluation report arrived at the follow conclusions:</p> <p><b>(i) Loss of productive land to urban expansion</b></p> <p>“The TRMP seeks to manage urban growth within the District. Particular focus is placed on the expansion of urban settlements. The policies aim to minimise the loss of productive land. However, where a township is entirely surrounded by productive land, some encroachment may be necessary when there are no practicable alternative options.</p> <p>The policies also aim to manage the cross-boundary effects arising at the rural-urban interface through buffering and setbacks.</p> <p>The results show that the policies, largely, are effective in managing urban growth at the periphery of settlements within the District. While some loss of highly productive land is occurring, the TRMP recognises that urban expansion needs to occur and that constraints associated with natural hazards and efficient infrastructure provision may constrain alternative locations for expansion on less productive land.”....</p> <p>The TRMP policy framework largely reflects the provisions of the proposed National Policy Statement for High Productive Land.</p> <p><b>Recommendations</b></p> <ul style="list-style-type: none"> <li>• Continue to monitor the loss of productive land to urban development and uses.</li> <li>• Update the policy framework to align with the NPS-HPL when finalised.</li> </ul> <p><b>(ii) Loss of productive land through cross boundary effects</b></p> <p>If cross boundary effects are not actively managed through plan methods such as zoning and setbacks for particular activities, the use of productive land can be sterilised through complaints resulting in reverse sensitivity effects.</p>	<p>Partial achievement</p>



The review acknowledged that the urban / rural inter zone setback was adequate but made changes to the setbacks for residential activities both within and between the zones located in the District's rural area.

Complaint information obtained for the PC60 review illustrates that the highest level of complaints occurred in the District where incompatible activities were co-located - historic industrial activity close to clustered residential activity, without adequate buffering.

Over the years the urban development plan changes, systematically, have applied the planning technique of clustering zones providing for activities with similar effects (residential and commercial) and separating those with incompatible effects (residential and industrial) through the use of buffers such as open space and infrastructure networks or mixed use zones where the nature of the effects is carefully regulated (such as the Richmond West Mixed Business and Motueka Mixed Use zones. Plan changes which have provided buffering methods include RWDA PC10, Motueka West and Central PCs 43 and 44, Māpua / Ruby Bay PC22 Brightwater and Wakefield Strategic Reviews PC57 and PC58.

Unfortunately the buffering provisions in the RWDA have been reduced through partial loss of the Mixed Business zone to residential development through the use of the Housing Accords and Special Housing Areas Act. At this stage, it is too early to evaluate the RWDA plan change process and subsequent effects of the HASHA Act changes.

### **Conclusion**

The complaint information together with the consistent use of zone type buffering techniques between incompatible activities in urban development plan changes indicate that the objective 6.2.2.1 together with policy 6.2.3.3, have some effect in managing the effects of urban growth. Specific amenity issues are addressed in the Chapter 5 report.

There is a risk that buffering and setback techniques are undermined through consent processes and / or other legislation.

### **Recommendation**

Continue to apply and, if necessary, refine the plan methods of buffering through zoning, specific area and setback rules to achieve the above objectives.

#### **(b) Effective and efficient use of existing urban land and infrastructure - including density**

As mentioned above, district context for urban development has changed significantly over the life time of the TRMP and in response to changing social, environmental and economic drivers. Likewise the community views regarding what is an efficient and effective use of urban land and infrastructure have changed as well.

From inception, the TRMP contained provisions for a form of medium density development (comprehensive development at restricted / discretionary consent level) and for a 'dependent persons flat' on a site in addition to a main dwelling (as a permitted activity) if conditions were met. Over the lifetime of the Plan, provisions enabling denser development incrementally have been added to the Plan i.e.:

In 2008 TRMP Variation 11 introduced serviced site sizes and replaced the provision for a dependent persons flat with provision for a second dwelling on a site as a Controlled activity (consent cannot be refused if conditions are met).

Over time, the original provisions for Comprehensive development were replaced by other forms of medium density development in certain locations.

(a) Compact Density development is provided for in the following locations:

- Richmond South Development Area - notified 2006, operative 2010
- Richmond West Development Area - notified 2007, operative 2014

- Māpua Special Development Area - notified 2011, operative 2015
- Motueka West Compact Development Area - notified 2013, operative 2015.

(b) Intensive development in Richmond Intensive Development Area surrounding the Richmond CBD – notified 2017, operative 2018.

The TRMP Comprehensive form development was discouraged (through the use of non complying activity status) in the above locations - where an alternative form of denser development was provided for.

An assessment of building and resource consents in Richmond, Motueka and Māpua show that overall, the settlements are not dense. For these settlements:

- Proportion of consents issued over the life of the TRMP for intensive, compact or comprehensive residential development is minimal in comparison to (TRMP Permitted) stand alone, standard density development (Appendix 2 (Table 2.3 refers) with the exception of Motueka Compact Density Area and RIDA.
- The Motueka Compact Development Area was developed (consented and partially built) by a single landowner/subdivider as stand alone, single story dwellings on small sites (350sqm-420 sqm);
- For RIDA, from October 2018, all of the resource / building consents granted involve some form of densification.
- Proportion of properties that currently contain two or more dwellings is minimal. Less than 1% of properties have a (consented) second dwelling on the property. (Appendix 2 (Table 2.2 refers).
- Proportion of residential properties less than 350 sqm is limited (14%). (Appendix 2 (Table 2.1 refers).

Reasons for this may be:

- Permitted minimum lot size provisions for the Residential zone.
- Perceived / actual cultural, community preference for single storey, stand-alone dwellings.
- Limited pool of developers active in the Tasman District residential areas.
- The TRMP provisions enable, but do not require, intensive development. RSDA PC5 initially proposed that an area of Richmond South be set aside for Compact Density only. The proposal was vigorously opposed by the general community at the time and did not survive the plan change process.
- Cost of risk and uncertainty - other than for construction of a second dwelling which requires a Controlled consent if standards are met, intensive development has always required at least a Restricted Discretionary if not a Discretionary consent for a component of the consent process which may be notified to affected parties and /or the consent refused.

The Compact Density provisions have hardly been used in RSDA and RWDA. Reasons for this were assessed in REDA PC20 and relate to the:

- minimum site size of 5,000 sqm, together with
- risk and financial cost associated with the requirement to lodge all required consents (subdivision and building) simultaneously.

In RSDA three CD developments are recorded (excluding Olive Estates retirement village which was processed partly as a community activity). In RWDA, one development is recorded (excluding Oakwoods Retirement Village extension which was processed as a comprehensive residential activity).

An assessment of first generation subdivision lot sizes in the RSDA located around Fairrose Drive shows that lot sizes vary from 484 sqm to 1074 sqm. Exceptions are the Summers Way development (eight lots of about 280 sqm) and Nelson Tasman Housing Trust development (8 living units on a 2,211 sqm site (highlighted yellow).



In Māpua Special Development Area, there is no CD development as yet.

In the Motueka Compact Development Area, the CD provisions have been implemented. The area is developed (consented and partially built) as stand-alone single story dwellings on small sites (350sqm-420 sqm).

Implementation of the RIDA provisions has highlighted that the boundary setback rules need to be amended to improve plan legibility and to achieve the intent of the provisions.

In 2018 the Council's development contributions policy was amended to 'not penalise' smaller dwelling development by providing for reduced development contributions for houses with a small footprint and limited number of bedrooms. 20% of building consents for residential buildings have benefited from the DC discount. Staff consider that incentives to encourage denser (and more affordable) development may accelerate the achievement of these outcomes.

Staff note that for positive urban planning outcomes to be achieved, residential densification should be matched by an increase in services such as active transport routes and connections, public transport and green space. Cross Council integrated planning is essential for the achievement of such outcomes as many of these services are provided by other council processes such as LTP and reserve management processes.

### Conclusions

- For RSDA and RWDA, to date medium density objectives have not been met as there is minimal medium density development other than for retirement complexes. For RIDA, it is too early to tell, but as all recent redevelopment involves densification, plan objectives may be met in time. For Motueka West CDA, the preferred form of Compact Density development uniformly is stand-alone dwellings on small sites. For Māpua Special Development Area, CD provisions as yet have not been used but could be on the remaining TDC owned sites.
- Residential development outcomes, largely, reflect the Residential zone Permitted rule framework and the minimum lot sizes provided for by that framework.
- Limited housing densification or denser residential development within the locations specified for that purpose, indicates that existing urban land could be used more efficiently.

- Limited use of compact density medium density form and uncertainty regarding which medium density form applies where indicates that the three TRMP forms for medium density housing could be streamlined into one.
- Increasing cultural acceptance of denser development indicates that minimum lot sizes for standard residential development could be reviewed and streamlined for Richmond and possibly for the District.

#### **Recommendations**

- Review minimum lot sizes for Residential zone across the district with a view to enabling denser development across the district.
- Streamline minimum lot sizes for standard residential development for Richmond.
- Require rather than enable intensive housing in specified locations.
- Incentivise or encourage more intensive and affordable housing development through the use of Permitted standards (in specified locations) or through lower level consent status (Controlled rather than Restricted Discretionary) and further use of non-notification provisions.
- Permit more than one dwelling on sites subject to certain conditions.
- Increase the extent of locations in and across urban settlements where intensive development is specifically enabled.
- In line with National Planning Standard requirements, streamline the three TRMP forms for medium density housing into one.
- Monitor whether methods used in RIDA PC66 to encourage intensive development by reducing cost and uncertainty are assisting to achieve objectives better, i.e.:
  - Within RIDA, reduction in cost, uncertainty and risk for people interested in pursuing more intensive building projects by:
    - Providing that neighbours have no involvement in the application process if the basic rules are met;
    - Subdivision consents are “controlled activities” meaning that they must be granted if a complying building envelope is shown and key standards are met, while land use consents are Restricted Discretionary with a clear set of conditions; and
    - Subdivision and land use consent do not have to be submitted together;
  - Reduction from parent site size from 5,000 sqm to 1,500 sqm for Compact Density development.
- Amend RIDA setback rules to give better effect to the policy intent.

Recommendations per Provision - Land Effects from Urban Growth	
Objective and Policy Set	Recommendations
<p><b>Objective 6.2.2.1</b></p> <p>Urban growth that avoids or mitigates the loss of land of high productive value and the risks of extending onto land subject to natural hazards.</p>	<ol style="list-style-type: none"> <li>1. Retain objective which may need to be updated in line with the NPS – HPL.</li> <li>2. Extension onto land subject to natural hazards is assessed in chapter 13.</li> <li>3. Depending on chapter 13 recommendations, split into two to separate objectives as the objective addresses two different issues.</li> </ol>
<p><b>Objective 6.2.2.2</b></p> <p>Urban growth and sufficient opportunities, including redevelopment opportunities that encourage more efficient use of land, energy and provision of infrastructure, services and amenities.</p>	Retain objective as still relevant and in large measure still to be achieved.
<p><b>Policy 6.2.3.1</b></p> <p>To allow infill development of existing allotments in the serviced townships that have an urban zoning as a means of minimising encroachment on the most versatile land in the District.</p>	Retain. No need for change.
<p><b>Policy 6.2.3.2</b></p> <p>To permit smaller residential lot sizes in the townships of Motueka, Richmond and part of Mapua.</p>	Retain, but per general recommendations, review minimum lot sizes for Residential zone across the district with a view to enabling denser development across the district.
<p><b>Policy 6.2.3.2A</b></p> <p>To encourage and promote medium density development that achieves a high standard of amenity in areas specified on the planning maps as the Richmond South, Richmond West, Mapua Special and Richmond Intensive development areas and the Motueka West Compact Density Residential Area.</p>	Retain. No need for change.
<p><b>Policy 6.2.3.3</b></p> <p>To minimise the loss of land of high productive value in allowing for further urban development, while having regard to:</p> <ol style="list-style-type: none"> <li>(a) the efficient use of resources, including land, infrastructure, and energy;</li> <li>(b) the quality of the urban environment.</li> </ol>	Retain – no need for change. If necessary, update to align with NPS – HPL.
<p><b>Policy 6.2.3.4</b></p> <p>To avoid extending urban development onto natural flood plains with a moderate to high risk of flooding or areas that have a moderate to high risk of river or coastal erosion or inundation or land instability.</p>	Assessed in chapter 13.

<p><b>Policy 6.2.3.5</b></p> <p>To require new areas of residential development to be adequately buffered from the effects of rural activities on the urban-rural interface.</p>	<p>Retain – no need for change. Reason per O6.2.2.1.</p>
<p><b>Policy 6.2.3.6</b></p> <p>To avoid, remedy, or mitigate the adverse effects of urban growth on natural stormwater drainage processes within catchments and infrastructure services.</p>	<p>Addressed in regional review.</p>
<p><b>Policy 6.2.3.7</b></p> <p>To identify and designate principal stormwater flow routes in urban catchments prior to development and after consultation with affected landowners.</p>	<p>Addressed in regional review.</p>
<p><b>Policy 6.2.3.8</b></p> <p>To avoid inappropriate expansion of existing residential settlement areas in the Takaka-Eastern Golden Bay Area where the land is of high productive value.</p>	<p>Relocate to chap 6.11 - Takaka Eastern Golden Bay. Assessed in chap 6.11.</p>
<p><b>Policy 6.2.3.9</b></p> <p>To avoid inappropriate further expansion of the existing Takaka urban area, where this land is found to be affected by flood risk.</p>	<p>Relocate to chap 6.10 - Takaka Assessed in chap 6.10.</p>
<p><b>Policy 6.2.3.10</b></p> <p>To avoid or mitigate the expansion of the urban area in Richmond West Development Area on land subject to sea level rise and flooding by:</p> <p>(a) providing an open space zone adjacent to the Waimea Inlet generally below the 3-metre contour above mean sea level (datum reference: NVD55);</p> <p>(b) managing the actual and potential risks of development between the 3- to 4.6-metre contour above mean sea level (datum reference: NVD55) through assessment as part of the subdivision and land use consent process, including a building platform level and reserves for stormwater management, and monitoring changes in coastal patterns;</p> <p>(c) widening Borck Creek to 70 metres to accommodate future stormwater flows in the larger Borck Creek catchment, equivalent to a '1 in 100-year' flood.</p>	<p>Relocate to chap 6.8 - Richmond Assessed in chapter 13.</p>

## 3.5 Chapter 6.3 - Urban Infrastructure Services

### 3.5.1 Internal Consistency of Provisions

'There is a strategic component to some of the policies in this set that require implementation action outside of the plan (e.g. 6.3.3.9). Otherwise, the policies have strong implementation connection to rules, both specific (e.g. deferred land use rules in 17.14) or generic (e.g. Subdivision and NTLDM implementation)' (SLS).

Several policies are location specific (P6.3.3.3 and P6.3.3.9-11). As recommended in the Chapter 6 – Overview (section 3.2.1(b) above) these policies would be better located in the relevant settlement chapter.

### 3.5.2 Evidence of Implementation

Evidence of effective implementation lies both within and outside of the TRMP, specifically:

- Long Term Plan infrastructure strategy and funding priorities and programmes that align with TRMP plan provisions for urban growth
- Coherent development and/or financial contribution policy and process that results in serviced development and align with TRMP objectives.

Within the TRMP, mechanisms, for planning but deferring development until services are provided for are in place, such as staging and zone deferment implement this policy.

GIS TRMP planning map information was used to assess the amount of land that remains deferred after plan changes are made operative. The TRMP schedule of deferred land indicates the period of time over which land is deferred.

### 3.5.3 Effectiveness and Efficiency

Overview: Urban infrastructure Services	Rating
<p><b>Objective 6.3.2.1</b> 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.</p> <p><b>Objective 6.3.2.2</b> 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.</p> <p><b>Analysis with Conclusions and Recommendations</b></p> <p><b>(a) Serviced urban development</b></p> <p>Council has the mechanisms to implement and achieve these objectives both within the TRMP (chapter 16.3 Subdivision and chapter 17 Zone rules require connections to services) as well as through other Council processes – Tasman Long Term Plan, Nelson Tasman Land Development Manual (NT-LDM) and Council’s Development Contributions Policy.</p> <p>The provisions that require that development is serviced in the Residential zone are repetitive, ad hoc and could benefit from rationalisation. For example, for the Residential zone outside of the ‘development areas’ the general requirements for servicing are matters of Controlled subdivision. Servicing requirements are scattered through the zone rules, (e.g. Residential Subdivision 16.3.3.1, matters (1) - (10) and Residential Zone building and construction rules 17.1.3.1 (y)-(zb). In contrast, Schedule 16.3C requires all other urban zones and the Residential Development Areas to be serviced for the three waters, electricity and telephone.</p> <p><b>Conclusion</b></p> <p>TRMP usability could be improved by consolidating the scattered servicing provisions with the TRMP Residential zone rules.</p> <p><b>Recommendation</b></p> <p>Consolidated scattered servicing provisions with the TRMP Residential zone rules.</p>	<p>Partial achievement</p>

**(b) Deferring the zoned end use of land for services**

The plan method of zoning land for urban use but deferring that use until services are provided for the area has been used in every major urban growth plan change, some for significantly long periods of time, the RSDA beyond Hart /Bateup Road being a key example. Appendix 3.1, Table 4 refers.

Some of these deferrals reflect long term planning for the future (RWDA), others reflect pressures on infrastructure provision (RSDA and MWDA) and the Rural 3 outcomes illustrate a disjunct between providing for development and financing the services for such development. This reflects that the objective 6.3.2.1 is only being achieved in part.

Objective 6.3.2.2 was introduced into the plan partly as a consequence of the above disjunct (Trotman vs TDC case referred to above refers). The objective and related policies are designed to ensure that land zoned but deferred for specific urban development purposes is not compromised before the deferral is uplifted; and to manage early service provision by developers.

Over the life time of the TRMP, Councils internal procedural arrangements and compliance with legislative requirements has improved Council’s ability to better achieve serviced integrated urban development (TDC Growth Model, LTP and AMPs and Infrastructure Strategy processes). To reduce deferral times, a higher level of integration between LTP and RMA plan change processes is needed.

The TRMP schedule 17.14 method of identifying deferred land by title description is inefficient as titles and their description change. It is recommended that the deferred area is shown on the planning maps.

During some recent plan change processes that accommodate urban growth (e.g. PC66), Iwi have expressed concern that the level of infrastructure service is not keeping pace with the level of new development. The concern is that ‘three water’ infrastructure systems do not have sufficient capacity to fully contain the effects of the changes on receiving environments so the mauri of the natural environment is protected, especially streams/wetlands and the coastal marine area.

**Recommendations**

Retain the Deferred Zone method for integrating servicing with future growth areas, but show the deferred land on the planning maps rather than by title description.

To reduce deferral times, achieve a higher level of integration between LTP and RMA plan change processes.

Review levels of network service during plan change development to ensure that the effects of urban development are contained and do not adversely affect the life and life-sustaining capacity of receiving environments.

Recommendations per provision – Urban infrastructure services	
Objective Set	Recommendations
<b>Objective 6.3.2.1</b> 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.	Retain – no change.
<b>Objective 6.3.2.2</b>	Retain – no change.



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.	
<p><b>Policy 6.3.3.1</b></p> <p>To ensure that utilities and services are adequate to avoid, remedy, or mitigate adverse effects of urban development and population growth on both existing and future urban areas.</p>	<p>Retain – no change, other than update of phrase ‘avoid, remedy, or mitigate</p> <p>Not – not implemented through the Plan.</p>
<p><b>Policy 6.3.3.2</b></p> <p>To require financial contributions towards the provision of servicing infrastructure at the time of subdivision or development.</p>	Retain – no change.
<p><b>Policy 6.3.3.3</b></p> <p>To promote the establishment of a reticulated servicing system for wastewater treatment and disposal and water supply at Marahau by ensuring the design of the water and wastewater systems for the tourism development at Marahau (Section 111 Block VI and Block XII) can incorporate the necessary upgrades to service the wider settlement.</p>	Delete policy as g detail of specific services is more appropriately contained in LTP than the TRMP.
<p><b>Policy 6.3.3.4</b></p> <p>Where future urban development is proposed and existing services require upgrading, to defer and stage development to avoid adverse effects on the environment.</p>	Retain – no change.
<p><b>Policy 6.3.3.4A</b></p> <p>Where rural land is identified as subject to a deferral for any urban zoned purpose, despite the land’s rural zoning, to restrict activities requiring a consent for subdivision or development by:</p> <p>(a) considering the scale, location, design, and servicing features; and</p> <p>(b) limiting any potential adverse effects of such features on efficient future urban subdivision, use, and development opportunities as indicated by the urban zone that is deferred, for the transition period until the deferral is removed; and</p> <p>(c) where the period of transition until the expected removal of the deferral is significantly long or is uncertain, to enable potential rural activities.</p>	Retain – recently included in Plan.
<p><b>Policy 6.3.3.4B</b></p> <p>Where any rural land is identified as deferred for any urban zoned purpose until adequate provision of any infrastructure service, to enable:</p> <p>(a) the provision of the necessary service by any person or by the Council for any part or all of that land either before or after rezoning by the removal of the deferral; but:</p> <p>(b) to ensure that the concept servicing plans that are approved by Council before the removal of the deferral, are required to be implemented under the urban zone through subsequent subdivision or development.</p>	Retain – recently included in Plan.
<p><b>Policy 6.3.3.4C</b></p> <p>Where rural land is subject to a deferral for any urban purpose subject to adequate provision of any infrastructure service, to enable:</p> <p>(a) the provision of the necessary service by any person or by the Council for any part or all of that land, and</p> <p>(b) whether this is done before or after rezoning by the removal of the deferral, but:</p>	Retain – recently included in Plan.

<p>to ensure that the servicing plans that are approved by Council, prior to the removal of the deferral, are required to be implemented under the urban zone through subsequent subdivision or development.</p>	
<p><b>Policy 6.3.3.5</b> To promote a pattern of roading in urban areas that maximises choice of route through a network, with recognition of the contributions of individual extensions to the network pattern and of the constraints of topography.</p>	<p>Assessed in chap 11.</p>
<p><b>Policy 6.3.3.6</b> To allow development to occur only where adequate provision is made for:</p> <ul style="list-style-type: none"> <li>(a) control of sediment discharges;</li> <li>(b) control of stormwater discharges to avoid adverse downstream erosion or flooding effects;</li> <li>(c) protection of fresh water and coastal water quality, including through source control techniques, stream management, and where necessary, stormwater treatment, including aquifers and karst drainage systems and caves;</li> <li>(d) retention or establishment of appropriate vegetation wherever practicable adjacent to water bodies and coastal waters;</li> <li>(e) maintenance of natural, cultural and intrinsic values of aquatic systems, including aquifers and karst drainage systems and caves;</li> <li>(f) protection of riparian margins;</li> <li>(g) the use of Low Impact Design solutions for the management of stormwater run-off where practicable.</li> </ul>	<p>6.3.3.6(a) assessed in chap 12. 6.3.3.6(b), (c), (e), (g) assessed in regional plan. 6.3.3.6(d), (f) assessed in chap 8.</p>
<p><b>Policy 6.3.3.7</b> To require developers to adopt appropriate management methods to avoid or mitigate the adverse effects of stormwater run-off.</p>	<p>Assessed in regional plan.</p>
<p><b>Policy 6.3.3.7A</b> To ensure effective and efficient network asset infrastructure within urban communities by implementing any Council Land Development Manual.</p>	<p>Retain – recently included in Plan.</p>
<p><b>Policy 6.3.3.8</b> To consider options for treatment in all or parts of the Special Domestic Wastewater Disposal Areas where there are:</p> <ul style="list-style-type: none"> <li>(a) significant actual or potential adverse effects from on-site domestic wastewater systems on receiving water quality, habitats, human health and amenity values; or</li> <li>(b) site limitations which may create increased risk of adverse effects either by individual systems or cumulatively.</li> </ul>	<p>Assessed in regional plan.</p>
<p><b>Policy 6.3.3.9</b> In the Takaka-Eastern Golden Bay Area, to ensure that:</p> <ul style="list-style-type: none"> <li>(a) settlement objectives, policies and residential location options inform and guide Long Term Council Community Plan servicing decisions;</li> <li>(b) wastewater, water supply, stormwater management, transportation networks (including State Highway 60), and parks and reserves issues and options are addressed before land is zoned for residential settlement;</li> <li>(c) minimum standards for human health and safety, long-term cost effectiveness and environmental quality are met or bettered for any alternative wastewater management and water supply options, such as de-centralised and independent solutions;</li> </ul>	<p>Relocate to chap 6.11 Assessed in chap 6.11.</p>

<p>(d) where on-site wastewater treatment and disposal solutions are used, the standard of management avoids, remedies or mitigates adverse effects on water quality, and that long-term management and maintenance responsibilities are clearly defined;</p> <p>(e) structure planning with the local community and landowners is undertaken where appropriate and necessary to achieve comprehensive infrastructure planning;</p> <p>(f) private infrastructure service provision is considered where the legal, financial and practical responsibilities for design, construction, maintenance and repair are clearly defined.</p>	
<p><b>Policy 6.3.3.10</b></p> <p>In the Takaka-Eastern Golden Bay Area, to ensure that:</p> <p>(a) new residential development consolidates around existing residential development in locations that have been zoned for that purpose;</p> <p>(b) settlement areas are well connected with safe and efficient roads, safe and pleasant walkways, cycle lanes and bridle-paths;</p> <p>(c) appropriate residential settlement opportunity is provided for in a location that is within walking and biking distance to the existing Takaka township;</p> <p>(d) appropriate residential settlement opportunities are provided for in locations that are in proximity to effective and efficient wastewater treatment and disposal facilities;</p> <p>(e) opportunities for light industrial and commercial activity are provided for in appropriate locations that are within proximity to existing settlement areas and transport networks.</p>	<p>Relocate to chap 6.11 Assessed in chap 6.11.</p>
<p><b>Policy 6.3.3.11</b></p> <p>In the Takaka-Eastern Golden Bay Area, to ensure that:</p> <p>(a) local communities are involved in determining appropriate development standards for built development and infrastructure planning prior to the re-zoning of land for residential development;</p> <p>(b) the character of development and built infrastructure is in keeping with the natural heritage, landscape character and amenity values of the surrounding environment, without compromising human health and safety;</p> <p>(c) landowners and developers are actively encouraged to use the New Zealand Standards Handbook of Subdivision for People and the Environment (SNZ HB44:2001), in the design of future subdivision and development, where these standards are consistent with the Long Term Council Community Plan objectives for settlement planning and development.</p>	<p>Relocate to chap 6.11 Assessed in chap 6.11.</p>

## 3.6 Chapter 6.4 - Coastal Urban Development

### 3.6.1 Internal Consistency of Provisions

This objective is narrow in its scope, limited by ‘containment’, ‘urban’ and ‘natural character of coastal environment’. Those key words give rise to policies that focus on future development in coastal locations. In this way they may be read as having a strong strategic, future directive component.

The key policy that has implementation implications for rules is 6.4.3.3 and this is provided for in general terms through subdivisions rules in all zones in coastal locations, in combination with the Coastal Environment Area overlay.

The policies have a strong, strategic connection with the rules.

Policy 6.4.3.4 is location specific. As recommended in the Chapter 6 – Overview (section 3.2.1(b) above) this policy would be better located in the relevant settlement chapter, or alternatively generalised.

### 3.6.2 Evidence of Implementation

Subdivision rules in all zones in coastal locations, in combination with the Coastal Environment Area overlay provide evidence of implementation.

Consent data and TRMP zone boundaries were used assess the extent of urban development and type of activity consented in the Coastal Environment Area.

### 3.6.3 Effectiveness and Efficiency

Overview: Coastal Urban Development	Rating
<p><b>Objective 6.4.2</b> Containment of urban subdivision, use and development so that it avoids cumulative adverse effects on the natural character of the coastal environment.</p> <p><b>Analysis with Conclusions and Recommendations</b></p> <p><b>(a) Containing new settlement in the coastal environment</b></p> <p>The issue of avoiding inappropriate subdivision (and development) in the coastal environment remains current.</p> <p>Council has the mechanisms to implement this objective within the TRMP, namely: subdivisions rules in all zones in coastal locations, in combination with the Coastal Environment Area overlay which controls building activity in the CEA.</p> <p>The objective /policy set encourages urban development ‘in depth’ at key coastal serviced settlements such as Māpua, Kaiteriteri, Ligar Bay, Pohara, Patons Rock and Collingwood (landward rather than along the coast) where natural character has already been compromised, and so avoid sporadic development along the coast.</p> <p>To this end, plan changes that give effect to Councils growth planning studies, in certain locations, have placed restrictions on further subdivision in the form of:</p> <ul style="list-style-type: none"> <li>(i) closed zoning which prohibits or specifically limits further subdivision (e.g. the Rural Residential closed zone at TokoNgawa, Rangiheata; the closed Rural 1 and Residential coastal zone at Māpua / Ruby Bay);</li> <li>(ii) a coastal risk overlay which limits construction of further habitable buildings limits at Māpua / Ruby Bay.</li> <li>(iii) Greenfield expansion has been planned landward rather than seaward of existing coastal settlements (e.g. Motueka and Māpua / Ruby Plan changes., with the possible exception of land zoned for business development in Richmond west, north east of Lower Queen Street.</li> </ul>	<p>Achieved</p>

An assessment of consented activities in the coastal environment area shows that they are largely clustered within the established settlements mentioned above as well as Marahau and Richmond (Richmond West and Arbour Lea Avenue).

An assessment of the NCS data on consented subdivisions in the coastal environment shows that from 2017 there have been five consents creating 98 new lots, of which 96 are located in the Residential zone; 96 in Māpua and two in Motueka.

The Coastal Environment Area provides a rough method which triggers further assessment of buildings. Consent records shows that it is regularly used as on average about 70 consents are processed for activities in the CEA per annum (1, 667 for the 23 years of the TRMP, 1996 – 2019).

Staff note that the CEA Controlled Activity rules – require any activity that reduces the existing building setback to mean high water springs to have resource consent. Often this means we process consents for relatively minor structures (such as decks, swimming pools (which are hidden behind a fence)) that have no effects on CEA values. The feedback suggests reviewing this requirement so that it excludes small additions/buildings which may have negligible effects.

Staff also note that the purpose of the policy framework is frequently misunderstood. The provision protect the view and outlook from the sea and beach inward to land rather than views from the land to the sea.

The residential zone limits the height of buildings in the CEA, but the Commercial zone does not. This inter zone inconsistency needs to be addressed.

### **Conclusion**

Generally, the objective is being achieved in that, largely new urban development is being contained or directed away from land in the coastal environment, other than established settlements such as Māpua, Motueka and Richmond possibly for reasons relating to coastal hazard rather than protection of natural coastal character.

Recently, the CEA plan provisions were amended to enable Iwi cultural heritage site and issues to be addressed during consent assessment. This amendment addressed a gap in the plan.

The NZCPS 2010 is not well integrated within this subchapter.

A new approach may be needed for coastal development to address the issue of increasing coastal hazard – chapter 13 refers.

### **Recommendations**

- Review extent of coastal environment area and check if consent activity status is appropriate. A matter for consideration is to exempt ‘minor building’ activity (such as decks, or swimming pools) that may have no effect on CEA values – particularly within urban settlements.
- Integrate provisions of NZCPS and chapter 6.4 objective / policy set to give effect to the NZCPS.
- To improve plan consistency and outcomes, amend rules to limit building height in the Commercial zone as well as the Residential zone.
- Clarify that one of the purposes of the CEA rules is to protect amenity from sea and beach landward to improve plan usability.

<b>Recommendations per provision – Coastal urban development</b>	
<b>Objective and Policy Set</b>	<b>Recommendations</b>
<p><b>Objective 6.4.2</b> Containment of urban subdivision, use and development so that it avoids cumulative adverse effects on the natural character of the coastal environment.</p>	Retain –no need for change.
<p><b>Policy 6.4.3.1</b> To avoid the creation of new settlement areas in the coastal environment.</p>	Retain - no need for change.
<p><b>Policy 6.4.3.2</b> To provide for future growth of key coastal settlements landward than along the coast.</p>	Retain - no need for change.
<p><b>Policy 6.4.3.3</b> To protect the coastal environment from sprawling or sporadic subdivision, use and development.</p>	Retain - no need for change.
<p><b>Policy 6.4.3.4</b> In the Takaka Eastern Golden Bay Area, to ensure that:</p> <ul style="list-style-type: none"> <li>(a) the long term limits of coastal settlement areas are defined and then protected in all directions, to prevent inappropriate sprawl</li> <li>(b) new coastal development is concentrated within and inland of existing coastal settlement areas to avoid coastal ribbon development and help protect natural heritage and coastal landscape values</li> <li>(c) alternative solutions to continued expansion along the coast are considered, such as more compact forms of low impact design building, to address the demand to live in proximity to the coast;</li> <li>(d) new residential settlement in low-lying coastal areas at risk from coastal hazards are avoided;</li> <li>(e) outstanding coastal landscapes are protected from built development and land uses;</li> <li>(f) low impact design building solutions for all built development within the coastal environment are encouraged;</li> <li>(g) legal and physical protection of the margins of coastal landscapes that have high natural heritage values, such as estuaries and coastal wetland environments, is required;</li> <li>(h) opportunities for low density, low impact design building development are considered, where landscape values are protected, where the land has low productive value (Class D lands or poorer), and where there are net gains for protection and enhancement of the coastal environment, such as public access opportunities, cultural heritage protection and restoration of natural heritage values.</li> </ul>	Relocate to chap 6.11 Assessed in chap 6.11.

## 3.7 Chapter 6.5 - Land for Industrial Activities and Chapter 6.6 - Land for Commercial Activities

### 3.7.1 Internal Consistency of Provisions

#### Industrial Activities

The two objectives deal with industrial activities and the management of their effects. They lead to and rely on zoning and associated zone rules for their implementation. The connection to zones and associated rules is strong.

#### Commercial Activities

As above, the objectives lead to and rely on zoning and associated zone rules for implementation. The connection to zones and associated rules is strong.

However, some of the policies use language that implies an active response to achieving an outcome not easily achieved through regulation of development. For example, policy 6.6.3.2 seeks that the Richmond Town Centre “continues to develop as the central focus for intensive retail...and commercial development, the core a pedestrian orientated area”. The translation of this policy into zone rules relating to the type of development and its design is less clear. The policies have a strong or moderate connection with the rules.

Some of the policies are location specific. As recommended in the Chapter 6 – Overview (section 3.2.1(b) above) this policy would be better located in the relevant settlement chapter. or alternatively generalized. (6.6.3.2-3, 6.6.3.10, 6.6.3.14(d)).

### 3.7.2 Evidence of Implementation

Sufficient opportunities for industrial and commercial activities to locate on land zoned for that purpose provide evidence of implementation and indicate whether objectives are being achieved.

Studies conducted for the Nelson Tasman Future Development Strategy were used assess the demand for and supply of suitably located business land to provide for the medium to long-term needs of the Tasman and Nelson region.

The studies indicate that the objectives relating to the provision of business (industrial and commercial) land for a wide range of business activities in suitable locations that minimise the opportunity for adverse off site / zone effects and maximise the opportunities for successful business largely are being achieved, with the exception of RWDA.

### 3.7.3 Effectiveness and Efficiency

Overview: Land for Industrial Activities	Rating
<p><b>Objective 6.5.2.1</b> Accommodation of a wide range of industrial activities in locations where adverse effects on other values and activities are avoided, remedied or mitigated.</p>	Partially achieved

<p><b>Objective 6.5.2.2</b> A supply of suitably located industrial land to provide for the medium to long-term needs of the Tasman and Nelson region. C10 10/07, Op 3/14</p>	
<p><b>Overview: Land for Commercial Activities</b></p>	<p><b>Rating</b></p>
<p><b>Objective 6.6.2.1</b> Effective accommodation of a wide range of commercial activities on appropriately located sites, including a strong, vibrant commercial focus in the main towns of the District.</p> <p><b>Objective 6.6.2.2</b> A high quality, high amenity business environment with minimal environmental effects within and beyond the zone boundary. C10 10/07, Op 3/14</p>	<p>Partially achieved</p>
<p><b>Analysis with Conclusions and Recommendations</b></p> <p><b>(a) Introduction</b></p> <p>These topics are being addressed together as generally the various types of business activities are considered together and in relation to one another and urban context.</p> <p>The purpose of both sets of objectives is similar in nature i.e.: to provide land for a wide range of business activities in suitable locations that minimises the opportunity for adverse off site / zone effects and maximise the opportunities for successful business.</p> <p>As mentioned above, the provisions lead to and rely on zoning, and associated zone rules for their implementation. The zoning provides for various kinds of business activity. Rules specify the activities the zone provides for and / or limit non industrial or non-commercial activities in these zones. The TRMP has also made ample use of specific rules for business zones in specified locations.</p> <p>Some of the business zones are extremely similar and could be rationalised to avoid duplication, e.g. the differences between the heavy and light industrial zone relate to height and setback of buildings. Also the zones will have to be relabelled or restructured to align with the National Planning Standards.</p> <p>The option of rationalising sub-chapters 6.5 and 6.6 into one consolidated sub-chapter was considered but not recommended due to the difference in effects of industrial and commercial activities.</p> <p>Options for rationalisation business zones to align with Planning Standards are set out in Appendix 3.</p> <p><b>Recommendation</b></p> <p>Consider rationalising the Light and Heavy Industrial zone into a General Industrial zone when aligning TRMP zones with Planning Standards.</p> <p><b>(b) Provision of suitable land for business activities</b></p> <p>The demand for and uptake of land for business (and other urban activities such as residential, and community services) activities has and continues to be identified through Councils integrated growth planning studies which may result in a plan change, and through the Tasman Growth Model which is reviewed triennially. The Growth Model informs the activity asset management plans which, in turn, informs the Long Term Plan and Infrastructure Strategy. The LTP processes secure the Council priority rating and funding for the provision of serviced land. Also, since 2016, the NPS-UDC has required the Council to monitor the demand and supply of land, including business land, for urban development and develop a Future</p>	



Development Strategy (FDS). The outcomes of the FDS, 2019, from now on, will also inform Council growth planning processes.

Thus, the objective of providing land for business is, achieved through regular monitoring and review, through RMA and LGA requirements. Plan changes that have provided for integrated urban growth, including land for business activity are described in section 3.1.2 above, namely: PPCR 62, PC57, PPCR49, PC43, PC44, PC10.

Plan changes effectively provided zoned land for business and (other uses) but have been undermined by the RMA private plan change process and applications for housing made through the Housing and Special Housing Area Act (HASHAA) - repealed as from 16 September 2019.

Policies 6.5.3.9; 6.5.3.10 and 6.6 3.13 provide for a supply of suitable land for regional and district business (industrial and mixed business) needs in the long term, to 2051(date per policy 6.8.3.12). This land was provided for by PC10, RWDA. Due to HASHAA applications, 50 ha of that business land is instead, providing for residential development. Notwithstanding this loss, the Nelson Tasman Future Development Strategy, June 2019, (FDS) review of business land concludes that:

‘Analysis of existing stock and future business land needs shows that even under a high growth future there is no need for additional business or industrial areas, providing that existing zoned land in Richmond and Nelson is used effectively. Analysis suggests that under a high growth future, there will be demand for up to 135 hectares of business and commercial floor space. The current capacity is 235 hectares, leaving a surplus of 100 hectares. This, however, assumes that businesses would be happy to potentially share sites with existing occupiers or locate in a less than optimal location. Also, the surplus of business land is not evenly distributed across the region, so thought has been given to providing for the needs of all settlements. In order to offer a future prime business location in Richmond, an option has been identified near Hope adjacent to the existing designation for the Hope bypass. If the bypass were to be developed, the business site would be between the new and old state highways. If the bypass is not developed and the existing designation is removed, then the appropriateness of this proposed business area would need to be reviewed.

Recognising that sufficient surplus business land does not exist in all settlements, some future business sites have also been proposed, as follows:

- Māpua (Seaton Valley and Māpua Drive junction) –new commercial centre.
- Murchison - There are few options for additional industrial space which will support the growth of the town such as Fairfax St South. Further commercial land in Waller Street also needs to be explored through the Tasman District Plan review.
- Takaka - While there is no identified need for additional commercial space, there is a need for additional industrial land. A number of options have been looked at, including the land in the centre of the Commercial-Motupipi-Meihana Streets triangle, which may require some flood mitigation measures. The best option for new light industrial land will need to be considered through the Tasman District Plan review and could be located in the vicinity of Park Avenue, or elsewhere in the wider Takaka area.’ FDS, pg 21.

As the RWDA now contains a mix of business and residential uses in proximate co-location, the potential for adverse cross boundary effects between incompatible uses exists, particularly reverse sensitivity effects between pre-existing industrial and new residential uses.

Consequently, the intention of the RWDA PC10 and achievement of policies 6.5.3.1, 6.5.3.2, 6.5.3.3 and 6.5.3.5 may be compromised.

Land for new industrial development largely has been located outside of the coastal environment area, except for:

- a small portion of land zoned which was zoned Light Industrial in Richmond West before PC10; and
- PC10-RWDA which zoned a small portion of land located on the corner of Swamp Road and Lower Queen Street opposite an existing Rural Industrial zone, within the TRMP

Coastal Environment Area. To mitigate potential adverse effects on the coastal environment, amendments were made to the hazardous facilities rules so that site managers keep site and stormwater management plans current. New Industrial zone locations will have higher performance stormwater infrastructure, including settling ponds to help manage cumulative risks from hazardous facilities locating near the Waimea Estuary. Each site in an Industrial zone will be required to provide stormwater interceptors to help manage site contamination effects. This information indicates that policy 6.5.3.8 largely is achievable.

Land zoned for tourist activities is largely clustered, indicating that policy 6.6.3.6 is being achieved.

FDS assessments show there is significant 'out of zone' business development. For the rural environment, the TRMP contains both policy and rules to discourage out of zone business development. Chapter 6 does not address this issue for urban areas, although the rules discourage business activity in residential zone (discretionary level consent required). It is recommended this policy gap is addressed. Concurrently, introduce policy for home occupations in urban areas to support the existing rule framework for home occupations in the Residential zone.

### **Conclusion**

The objectives relating to the provision of business (industrial and commercial) land for a wide range of business activities in suitable locations that minimise the opportunity for adverse off site / zone effects and maximise the opportunities for successful business largely are being achieved, with the exception of RWDA.

Following the 'loss' of a consolidated Richmond West Regional business park, the suitability of the remaining land zoned for business demand requires further strategic assessment as some of it relies on densification, redevelopment of existing land or located sub-optimally.

### **Recommendations**

- Retain provisions but update to account for and comply with the requirements of the Proposed NPS-UD.
- Update Chapter 6. 5 provisions (including issues and reasons) to acknowledge that Richmond West is expected to provide for both residential and business activities to approximately 2050 rather than primarily business activities clustered in a regional business park.
- Strategically review suitability of business land identified by FDS for future business development in context of identified constraints.
- Address a policy gap by introducing policy that discourages the use of land zoned for residential and other (non-business) urban purposes for business to support discretionary level consents status.
- Address another policy gap by introducing policy for home occupations in urban areas to support the existing rule framework for home occupations in the Residential zone.

### **(c) Commercial/business centre hierarchy or approach**

The Land for Commercial Activities issue 6.6.1.1 and objective 6.6.2.1 contain the basis for a commercial centre based approach which is not carried through to the policies or the rules.

To date, this policy gap may have compromised some of the strategic growth planning and urban design and development outcomes for Richmond, the district's largest urban settlement. More specifically two private plan changes (PPCRs 49 and 62) have established commercial centres with supermarkets on the periphery of Richmond in the Residential zone in a policy vacuum. The commercial policy set 6.6.3 does not specifically provide for

<p>subsidiary commercial centres and policies 6.6.3.2 and 6.3.3.3 do not provide a framework for such development so as to avoid potential adverse effects on the Town Centre.</p> <p><b>Conclusion</b></p> <p>A commercial centre hierarchy or approach is needed for the District’s larger settlements to reduce the risk of compromise of growth planning that zones land for specific purposes.</p> <p><b>Recommendation</b></p> <p>Amend Chapter 6.6 to provide for a commercial centre hierarchy or approach is for the District’s larger settlements (Richmond and Motueka).</p>	
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<b>Recommendations per Provision – Land for Industrial Activities</b>	
<b>Objective and Policy Set</b>	<b>Recommendations</b>
<p><b>Objective 6.5.2.1</b></p> <p>Accommodation of a wide range of industrial activities in locations where adverse effects on other values and activities are avoided, remedied or mitigated.</p>	<p>Retain objective as it remains relevant to current circumstances, albeit not fully achieved for RWDA.</p> <p>Closely monitor the amenity outcomes of co-locating new residential development in proximity to the ‘effects’ of existing rural and light industrial zone locations.</p>
<p><b>Objective 6.5.2.2</b></p> <p>A supply of suitably located industrial land to provide for the medium to long-term needs of the Tasman and Nelson region.</p>	<p>Retain objective but update to account for:</p> <ul style="list-style-type: none"> <li>- the requirements of the NPS-UDC</li> <li>- changes to zoning resulting from HASHA Act.</li> </ul>
<p><b>Policy 6.5.3.1</b></p> <p>To promote a form of settlement that identifies areas where industry can operate with the required services and without adverse effects on or from other activities.</p>	<p>Retain but rationalise policies 6.5.3.1-3.</p>
<p><b>Policy 6.5.3.2</b></p> <p>To identify areas where heavy industry can operate with convenient access to the transport system and without adverse effects on or from other activities.</p>	<p>Retain but rationalise policies 6.5.3.1-3.</p>
<p><b>Policy 6.5.3.3</b></p> <p>To identify areas where light industry can operate with convenient access to the transport system and without adverse effects on or from other activities.</p>	<p>Retain but rationalise policies 6.5.3.1-3.</p>
<p><b>Policy 6.5.3.4</b></p> <p>To avoid the adverse effect of residential and retailing activities consuming the land resource that is made available for industry through lower standards of environmental effects.</p>	<p>Retain with updates to clarify meaning.</p>
<p><b>Policy 6.5.3.5</b></p> <p>To avoid a reduction of amenity standards in residential areas by industrial activities.</p>	<p>Retain with update to reflect ‘reverse sensitivity’ intent more clearly, i.e.:</p>

	<i>'To avoid a reduction of amenity standards in existing residential areas by new industrial activities.'</i>
<b>Policy 6.5.3.6</b> To avoid the adverse effects of industrial activities that are unrelated to the rural environment on the amenity and character of rural areas.	Retain – no change needed.
<b>Policy 6.5.3.7</b> To prevent the expansion of industrial zones, or the creation of new industrial zones, in sensitive environments such as aquifer recharge areas and margins of lakes, rivers and wetlands.	Retain – no change needed.
<b>Policy 6.5.3.8</b> To prevent the expansion of industrial zones, or the creation of new industrial zones, in the coastal environment.	Retain – no change needed.
<b>Policy 6.5.3.9</b> To provide a medium-term supply of suitable industrial land close to urban areas and strategic road networks.	Retain but update to reflect requirements of NPS-UDC
<b>Policy 6.5.3.10</b> To ensure that within the Richmond West Development Area, a long-term land bank of industrial land is provided to meet regional needs.	Retain – but amend to reflect post HASHA Act changes to the pattern of industrial development in RWDA.
<b>Policy 6.5.3.11</b> To enhance the amenity values of new industrial areas for employees, customers and for the public when viewed from public areas such as roads, and open space.	Retain – no change needed.
<b>Policy 6.5.3.12</b> To avoid the establishment of community activities within the Light Industrial Zone.	Retain – no change needed.
<b>Policy 6.5.3.13</b> To limit the nature and scale of retail activities within the industrial zones to those that directly relate to products produced or processed as part of an industrial activity on site and that are ancillary to the industrial activity, with the exception of food and beverage outlets below 100 square metres gross leasable floor area.	Retain – no change needed.
New Policy	Introduce policy to discourage out of zone industrial development in urban areas.

<b>Recommendations per Provision – Land for Commercial Activities</b>	
<b>Objective and Policy Set</b>	<b>Recommendation</b>
<b>Objective 6.6.2.1</b> Effective accommodation of a wide range of commercial activities on appropriately located sites, including a strong, vibrant focus in the main towns of the District.	Retain objective as it remains appropriate to current circumstances, but update to account for the requirements of the proposed NPS-UDC.

<p><b>Objective 6.6.2.2</b></p> <p>A high quality, high amenity business environment with minimal environmental effects within and beyond the zone boundary.</p>	Retain objective – no need for change.
<p><b>Policy 6.6.3.1</b></p> <p>To retain a compact identifiable grouping of business activities in defined areas in settlements, with due regard to the convenience and safety of customers.</p>	Retain – no need for change.
<p><b>Policy 6.6.3.2</b></p> <p>To ensure the Richmond town centre (Central Business Zone) continues to develop as the central focus for intensive retail and office commercial development, and the core pedestrian-oriented area.</p>	Relocate policy to chapter 6.8 – Richmond, while noting that without a commercial centre framework this policy lacks strength.
<p><b>Policy 6.6.3.3</b></p> <p>To enable business growth in the Mixed Business Zone that is complementary to the Richmond Central Business Zone.</p>	Relocate policy to chapter 6.8 – Richmond, while noting that without a commercial centre framework this policy lacks strength.
<p><b>Policy 6.6.3.4</b></p> <p>To ensure that commercial activities and activities in the Mixed Business Zone operate in a manner and in a setting likely to provide a high standard of safety, amenity and efficiency.</p>	Retain – no need for change.
<p><b>Policy 6.6.3.5</b></p> <p>To ensure that the intensity and scale of tourist development in rural areas does not adversely affect the character, amenities and image of surrounding rural resources.</p>	Retain – no need for change.
<p><b>Policy 6.6.3.6</b></p> <p>To provide opportunity for tourist activities to be grouped, and their effects contained, in key tourist areas.</p>	Retain – no need for change.
<p><b>Policy 6.6.3.7</b></p> <p>To avoid, remedy, or mitigate adverse effects from incompatible activities in the special tourist areas so that an attractive and coherent environment is maintained.</p>	Retain – no need for change.
<p><b>Policy 6.6.3.8</b></p> <p>To avoid disruption to the convenience of a continuous frontage of commercial activities at street level in central business and commercial locations.</p>	Retain – no need for change, albeit sandwich boards more easily regulated by a bylaw than a plan rule.
<p><b>Policy 6.6.3.9</b></p> <p>To avoid the adverse effect of industrial activities on the amenity of the Central Business Zone.</p>	Retain – no need for change.
<p><b>Policy 6.6.3.10</b></p> <p>In the Takaka-Eastern Golden Bay Area, to ensure that:</p> <p>(a) defined commercial and service centres, such as Takaka, are the hub of the community, providing goods and services, community amenities, sustainable economic opportunities and social interaction;</p>	Relocate policy to chapter 6.11 - Takaka-Eastern Golden Bay.

<p>(b) de-centralised business opportunities in other established locations, such as Tarakohe and Pohara, are provided for in order to service those communities;</p> <p>(c) commercial centres are safe, high amenity areas that people and communities can use and enjoy for a range of service and social activities.</p>	
<p><b>Policy 6.6.3.11</b></p> <p>To provide for a range of large format retail activities in the Mixed Business Zone.</p>	<p>Retain this policy as it describes intentions for Mixed Business zone and zone policy and rules framework is still in early phase of implementation.</p>
<p><b>Policy 6.6.3.12</b></p> <p>To enable a range of commercial activities and light industrial activities to locate within the Mixed Business Zone where adverse effects can be avoided, remedied or mitigated, and the quality of the environment and high amenity values can be maintained or enhanced.</p>	<p>Retain this policy as it describes intentions for Mixed Business zone and zone policy and rules framework is still in early phase of implementation.</p>
<p><b>Policy 6.6.3.13</b></p> <p>To provide a supply of suitable land for regional and district business needs in the long term to at least 2051.</p>	<ol style="list-style-type: none"> <li>1. Retain policy as business land requirements are usually provided for on a regional or sub-regional basis.</li> <li>2. Update policy to comply with NPS-UDC.</li> <li>3. Consider making policy an objective so in alignment with chapter 6.5 - Industrial land.</li> </ol>
<p><b>Policy 6.6.3.14</b></p> <p>To provide a mixed use business environment that accommodates a range of business opportunities for commercial activities, large format retail, trade-related supply, and small-scale light industrial activities where:</p> <p>(a) adverse environmental effects within and beyond the zone boundary can be avoided, remedied or mitigated;</p> <p>(b) a high quality, high amenity business environment can be maintained;</p> <p>(c) the scale, nature and intensity of activities are compatible with maintaining a high quality, high amenity business environment.</p> <p>(d) the role of the existing Richmond town centre (Central Business Zone) is not undermined as the central focus for intensive retail and administrative activity, community interaction, and the core pedestrian-oriented area for Richmond.</p>	<p>Retain this policy as it describes intentions for Mixed Business zone and zone policy and rules framework is still in early phase of implementation.</p> <p>Relocate sub-policy 6.6.3.14(d) to chapter 6.8 - Richmond.</p>
<p><b>Policy 6.6.3.15</b></p> <p>To avoid heavy industrial activities and incompatible trade and light industrial activities from locating in the Mixed Business Zone.</p>	<p>Retain with update to clarify what 'incompatible trade and light industrial activities might be, i. e. clarify connection to and requirements of discharge and hazardous facility requirements.</p>

<b>Policy 6.6.3.16</b> To enable business activities with clean technology and low emissions to land, air and water to locate within the Mixed Business Zone.	Retain policy but clarify its connection to and reliance on hazardous substance and discharge rules that give effect to it.
<b>Policy 6.6.3.17</b> To enable community activities within the Mixed Business Zone where adverse effects on adjoining residential and rural zones can be avoided, remedied or mitigated and where these are compatible with surrounding activities within the zone.	Retain no need for change.
New Policy	Introduce policy to discourage out of zone commercial development in urban areas.

## 3.8 Chapter 6.7- Settlement Character and Design

### 3.8.1 Internal Consistency of provisions

‘Of all of the urban objectives, this one and its policies has the weakest connection to rules that can ensure it. It’s likely that the weakness stems from a poor sense of what the ‘distinctive character of an urban settlement’ is and what this means for ‘integration between settlements and their adjoining landscapes’. Although policies do go on to address what some of those features might be (e.g. 6.7.3.3 ‘protect key landscape features in settlements’), these in turn appear to be poorly reflected in rules, and/or they imply some sort of active response rather than development control over private development (e.g. 6.7.3.1 ‘retain and enhance existing vegetation, wetlands, lakes and waterways within and adjoining).

### 3.8.2 Evidence of Implementation

Plan changes that provide for integrated and sustainable development and design of a settlement in keeping with its particular character provided evidence of implementation.

There is a weak connection to general rules although there are rules that provide specifically for particular settlements that often relate to particular character. Also the TRMP as yet does not contain criteria for assessing ‘natural character’ outstanding natural landscapes and features.

### 3.8.3 Effectiveness and Efficiency

Overview: Settlement Character and Design	Rating
<p><b>Objective 6.7.2</b> Maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes.</p> <p><b>Analysis with Conclusions and Recommendations</b></p> <p><b>(a) Introduction</b> Section 3.2.1(b) above recommends that Objective 6.7.2 is amended to accommodate and to clarify that all settlement specific policies are located within the settlement areas and that the general objectives contain only general policies.</p>	<p>Unable to determine progress. Rated per settlement policies.</p>

**(b) Duplication of 6.7 with chapter 6.1 - Sustainable Urban Design and Development**

Although the chapter 6.1 and 6.7 objectives are different, the chapter 6.7 2 and 3 objective and policy set which formed part of the original TRMP, are largely contained within and superseded by chapter 6.1.3 policy set. This duplication was likely caused by the later insertion of chapter 6.1 into the TRMP by PC5 –RSDA, notified in 2006 and made operative in 2010, without sufficient cross amendment to policy set 6.7.3. An exception is 6.7.3.3 which refers to landscape features in settlements that are gateways to areas of special landscape or natural value. This policy might be better placed in 6.13 – Settlements adjoining national parks

The duplication is shown in table 6 below:

**Table 6: Chapter 6.7 objectives and policies duplicated and superseded by other TRMP provisions, primarily Chapter 6.1**

Chapter 6.7 Settlement Character and Design	Addressed primarily in Chapter 6.1 - Sustainable Urban Design and Development or elsewhere
O6.7.2	P6.1.3.1(a), (b) and (c)
P6.7.3.1	P6.1.3.1(c)
P6.7.3.2	P6.1.3.1(a) and (l)
P6.7.3.3	P6.1.3.1(a), (b) and (c) or move to 6.13
P6.7.3.4	P6.1.3.1(a) and 5.2.3.12
P6.7.3.5	P6.1.3.1(a), (b) and (c)
P6.7.3.6	P6.1.3.1(a), (b) and (c)

**(c) Settlement hierarchy and settlement objectives**

Currently the settlements share one overall objective (O6.7.2). It is noted that there is no settlement hierarchy and that the individual settlements do not have objectives. Reasons for this are historical. Tasman district and the TRMP emerged from an amalgamation of county and boroughs and their plans. The district has since matured and perhaps, following the FDS, 2019 it is now time to refine the settlement chapters to include a settlement hierarchy and objectives for each settlement? This may encourage a sense of place and identity. This follows on from the Future Development Strategy (FDS) and growth model work.

**Conclusion**

Other than for growth purposes, and the settlements that have benefited from integrated urban development plan changes (Richmond, Brightwater, Wakefield, Mapua/Ruby Bay, Motueka) many of the settlements’ issues and policies have not been reviewed since the commencement of the plan. It is recommended that through the plan review process, settlement communities are consulted and objectives for the settlements are developed.

**(d) Maintaining and enhancing the distinctive character of urban settlements and integration between settlements and their adjoining landscapes**

Although policies to address the above are not fully developed, it is noted that:

- Policies 6.7.3.2; 6.7.3.5; and 6.7.3.6 have been implemented through the integrated urban plan changes for the settlements the PCs catered for and through the resource consenting process;
- Rule provisions that address settlement character or site specific issues that affect character are contained in the TRMP rules although variably formatted. Generally site specific rules are contained in the general rule text at permitted level (e.g. 17. 2.4.1(f) and



17.2.4.1m). As a cascade advances, there are both general and site or location specific provisions (e.g. 17.2.4.2(b), 17.2.4.2 (19-24) and 17.2.4.2 (40 – 54)).

The TRMP as yet does not contain criteria for assessing ‘**natural character**’ outstanding natural landscapes and features. This gap currently is being addressed.

Other than in the context of signage, chapter 6.7 policy framework for the **gateways** of settlements is limited. As gateways have the potential contribute to settlement and district character, it is recommended that the policy framework is further developed.

Some settlements with **significant natural and cultural heritage values** are experiencing ongoing and increasing **pressure from tourism**, such as St Arnaud, and Motueka, Kaiteriteri, Marahau and the coastal environment between them. St Arnaud is protected by the TRMP landscape priority area. The latter also requires further special protection and management.

The **Great Taste Trail** (GTT) is currently being developed through Tasman District. It connects and winds through several settlements. It also provides new opportunities for small scale accommodation (home occupations). It is recommended that District-wide policy is developed that acknowledges the GTT and supports small scale accommodation in both rural and urban locations along the trail as recently provided for in Wakefield (PC58 refers).

### Conclusions

TRMP does provide some pathways, albeit inconsistent and unclear, to ensure that developments are compatible with the surrounding and local character of the area. Some successful outcomes are being achieved for settlements where distinctive character is described or provided for in the plan (e.g. Marahau, St Arnaud). In other cases, successful outcomes may be achieved but as mentioned above may not be due to the plan but the outcome of sensitive resource consenting decisions (e.g. Kaiteriteri).

Objective and policy gaps need addressing to ensure that the natural, historic and built character of settlements, their gateways and adjoining environments are maintained.

#### (e) Overall options for the plan review are:

(i) Chapter 6.7 objective and policies are rationalised into Chapter 6.1 and 6.13 (for 6.7.3.3)

and/or

(ii) The overall settlement objective is amended as shown below, or similarly:  
***“6.7 Settlement character and design and development”***  
*(Objective) “6.7.2 Maintenance and enhancement of Settlement design and development maintains and enhances the distinctive characters of urban settlements and the integration between settlements and their adjoining landscapes.”*

and/or

(iii) A settlement hierarchy is developed following the FDS;

and / or

(iv) Objectives are developed for each settlement with aligned policies.

Options (i), (iii) and (iv) are recommended.

### Recommendations

1. Chapter 6.7 objective and policies are rationalised into Chapter 6.1 and 6.13.
2. Following the FDS, develop a business or town centre hierarchy for the district settlements that accounts for Nelson, in line with the new National Planning Standards.

<p>3. Settlement communities are consulted and objectives are developed for each settlement with aligned policies so that a policy framework is developed that better reflects and supports the 'distinctive' character of the settlement;</p> <p>4. Objective 6.7.2 is amended to clarify that all settlement specific policies are located within the settlement areas and that the general objectives 6.1 – 6.7 contain only general policies;</p> <p>5. Objective and policy gaps are addressed (identification of gateway, natural and built character values).</p> <p>6. Consider introducing policy to specifically help protect and manage the use of environments with significant historic, cultural, natural values that are under pressure from tourism such as the area between Motueka and Marahau.</p> <p>7. Develop a District-wide policy that acknowledges the GTT and supports small scale accommodation in both rural and urban locations along the trail as recently provided for in Wakefield (PC58 refers).</p> <p>The reasons for the recommendations are to reduce repetition and improve plan legibility and effectiveness particularly as settlements grow, the connections between them improve and tourism pressures for some settlements continues.</p>	
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Recommendations per provision - Settlement Character and Design	
Objective and Policy Set	Recommendations
<p><b>Objective 6.7.3</b> Maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes.</p>	Delete objective and rationalise into P6.1.3.1(a), (b) and (c). The reason is to reduce duplication as P6.1.3.1 addresses this issue.
<p><b>Policy 6.7.3.1</b> To retain and enhance existing significant vegetation, wetlands, lakes and waterways within and adjoining settlements to the maximum possible extent.</p>	Assessed in chapter 10. Delete policy and rationalise into P6.1.3.1 (c). The reason is to reduce duplication as P6.1.3.1 addresses this issue.
<p><b>Policy 6.7.3.2</b> To identify land for future subdivision, and regulate the form of development, so that the particular character and appearance of each existing settlement is not compromised.</p>	Delete policy and rationalise into P6.1.3.1(a) and (l). The reason is to reduce duplication as P6.1.3.1 addresses this issue.
<p><b>Policy 6.7.3.3</b> To identify and protect key landscape features in settlements, especially in those which are gateways to areas of special landscape or natural value.</p>	Assessed in chapter 9. Delete policy and rationalise into P6.1.3.1(a), (b) and (c) as P6.1.3.1 duplicates and supersedes this policy, or Move policy to 6.13 – Settlements in or adjoining national parks.
<p><b>Policy 6.7.3.4</b> To seek a consistency in the design and appearance of signs at the entrance to settlements.</p>	Review policy in context of developing gateway policy for settlements. Assessed in chapter 5.

<b>Policy 6.7.3.5</b> To enhance the design of shopping centres.	Delete objective and rationalise into P6.1.3.1(a), (b) and (c). The reason is to reduce duplication as P6.1.3.1 addresses this issue.
<b>Policy 6.7.3.6</b> To encourage the development of shopping centres that suits the character of their environment.	Delete objective and rationalise into P6.1.3.1(a), (b) and (c). The reason is to reduce duplication as P6.1.3.1 addresses this issue.
Policy Gaps	Develop policy relating to the (identification of gateway, natural and built character values and for areas subject to tourist pressure.

## 3.9 Chapter 6.8 - Richmond

### 3.9.1 Internal Consistency of provisions

Overall the policy set is comprehensive and policies are either generally well reflected in rules or they have a strategic focus. This is a reflection of multiple plan changes in recent years. The flip side is repetition, and in this respect there is room for significant rationalisation of this policy set

A weaker concept in this group relates to integrated stormwater management and parks and reserves design, interconnectedness and multifunctional use (e.g. 6.8.3.24 and 25). Although possibly intended as strategic policies (i.e. identify these spaces in advance of development), this is not clear, and subdivisions rules do not appear to specifically address the multifunctional design and integration of corridors in a way that can ensure this policy.

### 3.9.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.9.3 Effectiveness and Efficiency

Richmond – Overview	Rating
<p><b>(a) Introduction</b></p> <p>Richmond, being the largest town in the district, is often the first settlement where urban environment effects are identified and managed. The town has grown significantly since 1996.</p> <p><b>(b) Growth</b></p> <p>The population has increased from about 10,600 residents in 1996 to 14,600 (rounded) in 2018, representing an increase in population of 28% over the period. The town is projected to continue to grow by a further 10% to 2018 and the proportion of the population aged 65 years and over is projected to increase from 23% in 2018, to 39% by 2043.</p> <p>In the early 2000s, Council embarked on a strategic growth planning study to assess and plan for the future urban growth needs for the town. The Richmond Development (RDS) and Draft Hill Street East Studies of 2003 provided for Richmond’s future growth are as follows:</p>	On track to partial achievement

- Defined southwards expansion of Richmond, between State Highway 6 north of Hope and Hill Street to create a high amenity residential environment (Richmond South Development Area, PC 5, operative, 2010).
- Defined urban expansion in Richmond West to create a high amenity environment for residential and business development (the Richmond West Development Area, (PC 10 operative, 2014).
- Residential and business intensification of central Richmond (PC66, operative 2019)
- Support for defined residential expansion in Nelson South, north east of Champion Road, towards Stoke in Nelson City (Nelson Resource Management, Plan Change 18 – Nelson South).

The RDS strategic growth outcomes were incorporated into the TRMP through several plan changes (bracketed above). Most of the Chapter 6.8 Richmond policies were introduced into the plan through these plan changes.

### (c) Commercial/Business Centre Hierarchy for Richmond

Although some of the Richmond west policies (6.6.3.2 and 6.6.3.3) address the relationship of the Richmond West Mixed Business zone to the Richmond town centre, Richmond lacks an overall commercial / business centre hierarchy.

This policy gap has enabled two private plan changes (PPCR 49 and 62) to rezone residential land for supermarket development in Richmond. Although the spatial extent of the rezoned areas is limited, the location of unplanned commercial centres in residential zones has the potential to affect the amenity of the residential area; the vibrancy of the town centre and the overall development of the town.

### Conclusions

The RDS growth planning process, largely, has played out and many, but not all, of the outcomes have been or are on track to being achieved.

Outcomes that have not been achieved are:

- the loss of Richmond West Development Area as a consolidated regional business park into the future. The use of Richmond west business land for residential purposes increases the risk of cross boundary / reverse sensitivity effects between existing industry, new industry and new residential development;
- limited take up of opportunity for medium density housing in RSDA and RWDA other than by retirement complexes.

Currently, a new or extended phase of growth planning is being introduced through the N-T Future Development Strategy, 2019. Richmond is projected to have sufficient land for growth for the next ten years. Beyond ten years, the FDS actively promotes:

- ‘building up’ - further residential intensification and redevelopment around the Richmond town centre (PC66- RIDA - provides a foundation for this); and
- ‘building out’ - greenfield residential expansion in the Hill Street South and Paton Road foothills and a new business park adjacent to the Hope bypass designation.

### Recommendation

Develop a business or town centre hierarchy for Richmond to help manage business development in Richmond in accordance with the towns’ strategic growth objectives.

### (d) Policy set

The issues remain current but due to the series of PCs that have provided for Richmond’s growth over a period of nearly 20 years, the Richmond policy set 6.8.3. 1 – 28 is repetitive

<p>and cumbersome. It could be rationalised, updated and the town focus or character better described (district main town which connects the hills and the Waimea Inlet?)</p> <p>Many of the policies are instructions type policies, some of which have been achieved, or are on track to being achieved, or are being reviewed as strategic direction has changed.</p> <p>These policies are set out below, together with a brief assessment of the policy and specific recommendations for the review.</p> <p>Topics or issues relevant to the achievement of a sub-set of policies or chapter 6.8 as a whole are assessed below.</p> <p><b>Recommendations</b></p> <ul style="list-style-type: none"> <li>• Rationalise, update and focus the policy set.</li> <li>• Chapter 6.7 recommendations regarding the need for a business or town centre hierarchy and objectives are relevant for Richmond and all settlements.</li> </ul>	
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**(e) Assessment of Richmond policies**

<b>Policy Set</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.8.3.1</b></p> <p>To provide serviced residential and rural-residential land on the less versatile land on the north-east fringe of Richmond and to establish higher performance standards for the use of on-site disposal of domestic wastewater systems in the Richmond Foothills Special Domestic Wastewater Disposal Area. (C20 8/10, Op 8/12)</p>	<p>SDWDA not shown on planning map over Richmond East Development Area possibly as rural land deferred but zoned for Serviced Rural Residential.</p>	<p>Retain no change. Amend planning map to align with policy and show applicability of SDWDA until deferred zones lifted.</p>
<p><b>6.8.3.2</b></p> <p>To extend business zoning on Gladstone Road south-west of the existing Commercial Zone from Lower Queen Street to the northern end of Jubilee Park.</p>	<p>Achieved as land zoned commercial and light industrial.</p>	<p>Delete policy as outcome achieved.</p>
<p><b>6.8.3.4</b></p> <p>To develop a reserve network along the coastal margin where practicable to protect the wetlands and high conservation values of the Waimea Inlet and to provide reserve linkages between the coastline and the Richmond hills.</p>	<p>Addressed in assessment for chapter 8.</p> <p>Largely achieved. PC10 rezoned coastal margin of urban zoned land, as Open Space and walk/cycle way provided.</p>	<p>Retain - no change needed.</p>
<p><b>6.8.3.5</b></p> <p>In the north-east Richmond Residential and Rural Residential Serviced zones, to utilise as far as practicable natural watercourses in an unenclosed and natural state for stormwater disposal. (C20 8/10, Op 8/12)</p>	<p>Introduced by PC 20.</p> <p>Addressed in assessment of regional plan.</p> <p>Achieved through Richmond East Development Area.</p>	<p>Rationalise policy as duplicated by 6.8.3.24.</p>
<p><b>6.8.3.6</b></p> <p>To enable the expansion to the south of Richmond, limited by the spur ridges between Hart Road and White Road, while ensuring:</p> <p>(a) a range of housing densities with high amenity levels is encouraged;</p>	<p>Introduced by PC20.</p> <p>Achieved in part:</p> <p>(a) Primarily low density development other than Olive Estate retirement village; 8 lots developed</p>	<p>Retain policy as provides guidance for development in RSDA. Update with outputs from Future</p>

Policy Set	Assessment	Recommendation for review
<p>(b) the efficient use of land and infrastructure; and</p> <p>(c) the provision of high levels of amenity and public access within the area; and</p> <p>(d) the reverse sensitivity of existing rural activities to residential development arising from adverse cross-boundary effects and amenity values across the interface of urban and rural areas is addressed.</p> <p>(C5 3/06, Op 10/10)</p>	<p>round Summers Way and Nelson Tasman Housing Trust development in Bramley Street.</p> <p>(b) About half of land south west of Hart Rd currently remains deferred for water supply.</p>	<p>Development Strategy.</p> <p>Review subdivision / building setbacks from waterways.</p>
<p><b>6.8.3.7</b></p> <p>To retain a rural environment on the spur ridge hill land between Hart Road and White Road but to consider appropriate provision for future residential development to some degree on the land, following structure planning and the provision of an appropriate level of infrastructural servicing. (C5 3/06, Op 10/10)</p>	<p>Introduced by PC5.</p> <p>On track to being reviewed in next phase of strategic planning for Richmond.</p>	<p>Retain policy.</p>
<p><b>6.8.3.8</b></p> <p>To require residential development in the Richmond South, Richmond West and Richmond East development areas to occur in a staged manner based on the provision of infrastructure, including water, wastewater and stormwater, and so defer development until these services can be provided or upgraded to the Council's satisfaction. (C5 3/06, Op 10/10; C10 10/07, Op 3/14; C20 8/10, Op 8/12)</p>	<p>Introduced by PC5, updated PC10 and PC20.</p> <p>Provides policy framework for staged deferral.</p>	<p>Retain policy – no change required; or consolidate into a wider District wide policy on staged development and infrastructure.</p>
<p><b>6.8.3.9</b></p> <p>To establish in the Richmond South Development Area a linked open space network with public access, integrated with:</p> <p>(a) walkways and cycleways; and</p> <p>(b) waterway networks to ensure effective stormwater management.</p> <p>(C5 3/06, Op 10/10)</p>	<p>Introduced by PC5.</p> <p>On track to achievement.</p> <p>Assessed in Chapter 14.</p>	<p>Rationalise policy as duplicated by 6.8.3.24.</p>
<p><b>Urban Expansion</b></p> <p><b>6.8.3.10</b></p> <p>To provide for the expansion and intensification of the Richmond urban area over a 20-year timeframe from 2006 to 2026 within a contained footprint and clearly identified urban boundaries in the following localities:</p> <p><b>Richmond South</b></p> <p>Limited southward residential expansion between State Highway 6 north of Hope and Hill Street, and a local commercial node, with Stage 1 being defined by Spur Ridges between Hart Road and Whites Road.</p> <p><b>Central Richmond</b></p> <p>Residential and business intensification of central Richmond.</p>	<p>On track to being achieved.</p>	<p>Retain with updates to policy as it provides an overview of the growth strategy for Richmond. Align with Future Development Strategy.</p>

Policy Set	Assessment	Recommendation for review
<p>The Richmond Intensive Development Area provides for residential intensification through a combination of infill and redevelopment in the existing central residential area close to the town centre.</p> <p><b>Richmond East</b>            Limited residential intensification in suitable locations in Richmond east, including land south of Champion Road and east of Hill Street, where this is not limited by identified natural hazards.</p> <p>Limited serviced rural residential expansion in Richmond east on the south east hill slope fringe of Richmond, where this is not limited by identified natural hazards.(C20 8/10, Op 8/12)</p> <p><b>Richmond West</b>            Limited urban expansion in Richmond west in the Lower Queen Street area northwest of State Highway 6 to accommodate residential, business and industrial land, with the exception of industrial development which is to occur north of McShane Road and west of Lower Queen Street, and north of Headingly Lane and east of Lower Queen Street.</p> <p>(C5 3/06, Op 10/10; C10 10/07, Op 3/14; C20 8/10, Op 8/12)</p>		
<p><b>6.8.3.11</b>            To provide for the extension of the Richmond urban area beyond 2026 in the following localities:</p> <p><b>Hope</b> - Limited expansion in Hope to accommodate residential and business development.</p> <p><b>Richmond West</b> - Limited expansion in Richmond West to McShane Road as the town edge and boundary between urban and rural land uses, with the exception of a light industrial park to be located outside the town boundary opposite the MDF plant.</p> <p>(C5 3/06, Op 10/10; C10 10/07, Op 3/14)</p>	<p>On track to being achieved.</p> <p>The FDA and growth model have amended boundaries of Richmond settlement area to Swamp Road for growth planning purposes. Change to policy may be necessary in future.</p>	<p>Retain – no change needed now. Update likely when FDS, 2019 is implemented.</p>
<p><b>6.8.3.12</b>            To provide for development in a planned way and ensure that the pattern of development being set to 2026 serves the town over the longer term: 2026 to 2051. (C10 10/07, Op 3/14)</p>		<p>Retain, but update reference to 2026. Or consider consolidated growth policy.</p>
<p><b>6.8.3.13</b>            In the Richmond West Development Area to ensure a choice and a regular supply of land through:</p> <ul style="list-style-type: none"> <li>(a) planning development in stages that integrate servicing and economic development efficiencies;</li> <li>(b) providing for a sufficient long term land bank;</li> <li>(c) providing for a Mixed Business Zone that complements the Richmond Central Business and Commercial zones.</li> </ul>	<p>Policy on track to be achieved, although not as planned by PC10. Sufficient business land with RWDA to 2051 - Per FDS, 2009.</p>	<p>Merge 6.8.3.13(a) with 6.8.3.8 as policies largely duplicate one another. To reduce duplication, merge 6.8.3.13(c) and 6.8.3.14(d)</p>

Policy Set	Assessment	Recommendation for review
(C10 10/07, Op 3/14)		Retain and update 6.8.3.13(b) to align with NPS-UDC requirements.
<p><b>Mixed Business Activities – Zone</b></p> <p><b>6.8.3.14</b></p> <p>To provide for a mixed use business environment that accommodates a range of business opportunities for commercial activities, large format retail, trade-related supply and small-scale light industrial activities where:</p> <p>(a) adverse environmental effects within and beyond the zone boundary can be avoided, remedied and mitigated;</p> <p>(b) a high quality, high amenity business environment can be maintained;</p> <p>(c) the scale, nature and intensity of activities are compatible with maintaining a high quality, high amenity business environment;</p> <p>(d) the role of the existing Richmond town centre (Central Business Zone) is not undermined as the central focus for intensive retail and administrative activity, community interaction and the core pedestrian-oriented area for Richmond.</p> <p>(C10 10/07, Op 3/14)</p>	On track to achievement but zone provisions may need to be altered to reflect the new pattern of zoning resulting from HASHAA approvals.	Delete 6.8.3.14(a) – (c) as duplicated by 6.6.3.14. To reduce duplication, merge 6.8.3.13(c) and 6.8.3.14(d). Update zone maps to reflect zoning pattern resulting from HASHAA
<p><b>6.8.3.15</b></p> <p>To provide for large format retail ‘only’ activities along the frontage of Lower Queen Street in a Retail Precinct. (C10 10/07, Op 3/14)</p>	Frontage as shown on planning maps and zone provisions need to be amended to accommodate the new pattern of zoning resulting from HASHAA applications	Review extent in light of rezoning of business land in RWDA resulting from HASHAA approvals.
<p><b>6.8.3.16</b></p> <p>To promote an attractive appearance of the mixed business environment when viewed from Lower Queen Street, the residential environment, Borck Creek and other local purpose reserves, and the Open Space environment, through the planting and retention of street trees, riparian vegetation, landscaped areas, building setbacks from boundaries, and sensitive building design.</p>	Currently being implemented. Staff note that frontage amenity has been hard to defend despite rule back up.	Retain no change.
<p><b>6.8.3.18</b></p> <p>To manage existing industrial activities in the Beach Road area that do not meet the Mixed Business Zone objectives for clean industry by:</p> <p>(i) providing for their continuation for a limited period of time consistent with the uplifting of the deferment on industrial zoned land in the Richmond West Development Area; or</p>	6.8.3.18 (ii) and (iii) assessed in Regional Plan assessment.	Delete as Light Industrial zone in Beach road retained.



Policy Set	Assessment	Recommendation for review
(ii) requiring a reduction in contaminant discharges to air to a level acceptable in the zone; (iii) requiring a higher level of performance for the management of contaminant discharges to water, and storage and use of hazardous substances. (C10 10/07, Op 3/14)		
<b>6.8.3.19</b> To provide a network of urban open space and amenity reserves, through the subdivision consent process, within residential and business environments to serve the needs of local residents and employees.	This policy similar to P6.8.3.24 but specifically provides for an open space network through resource consent subdivision.	Merge with P6.8.3.24 (or broader Reserves Policy in Chapter 14) as policies largely duplicate one another.
<b>Industry</b> <b>6.8.3.20</b> To provide for a light industrial park opposite Nelson Pine Industries (MDF Plant) and the co-location of activities with similar effects.	Policy currently being implements. Stormwater issues resulting from low lying location of site affecting ability to develop.	Retain – no change at this stage, but review may be required due to low lying location of site.
<b>6.8.3.21</b> To provide a buffer around the perimeter of the industrial park to assist with noise attenuation at the interface of the rural zone and to reduce visual impacts of large buildings when viewed from Lower Queen Street, McShane Road and the rural zone.	As a large portion of the Mixed Business zone which, per PC10, provided a buffer between Industrial and Residential development has been rezoned for Residential development, important that policy is retained.	Retain, but amend to reflect new zoning resulting from HASHAA approvals.
<b>6.8.3.22</b> To manage the cumulative effects of contaminated stormwater runoff from hard-surfaced areas and potential hazardous substance spills from adversely affecting the Waimea Inlet through the establishment of dedicated stormwater treatment areas and provision of on-site interceptor traps.		Being assessed by Regional plan.
<b>6.8.3.23</b> To provide a future location for the expansion of industrial land within the Richmond West Development Area to avoid adverse effects on the coastline and the Waimea Inlet, productive land and sensitive activities.	Achievement on track. Land deferred for Industrial use, noting constraints in this location for stormwater and coastal inundation.	Retain and update in line with Future Development Strategy.
<b>Open Space and Reserve Network</b> <b>6.8.3.24</b> To establish an open space network that links the hills to the sea and creates a perimeter pedestrian and cycleway network linking the residential environments of Richmond East, West and South with one another. <b>Proposed as at 18 August 2012</b>	Achievement on track.	Retain as proposed.

Policy Set	Assessment	Recommendation for review
<p>[Policy 6.8.3.24 deleted and replaced with the following:]</p> <p><b>6.8.3.24</b></p> <p>To establish open space networks of greenways that link the hills to the sea from Richmond South Development Area to Richmond West Development Area and from Richmond East Development Area through Richmond north and Nelson south, and create:</p> <p>(a) waterway networks that ensure effective stormwater management;</p> <p>(b) enhancement of stream ecosystem values;</p> <p>(c) pedestrian and cycleway networks that link residential and business environments;</p> <p>(d) enhanced public access and recreation opportunities in the networks that link with other reserves.</p>		
<p><b>6.8.3.25</b></p> <p>To promote multi-purpose use of open space for recreation, non-motorized transport networks, ecological corridors, and stormwater management.</p>	Assessed by Chapter 14	Rationalise as duplicated by 6.8.3.24 and Reserve Chapter policies.
<p><b>6.8.3.26</b></p> <p>To define the urban and rural edge of the Richmond West Development Area through the use of a planted amenity setback at McShane Road and at the interface of the Light Industrial and Rural 1 zones to protect rural land from urban encroachment and to mitigate adverse visual effects of built development.</p>	As for As for 6.8.3.21 above. Staff note that due to HASSAA rezonings, the policy has not been implemented	As for 6.8.3.21 above.
<p><b>Residential Activities – Zone</b></p> <p><b>6.8.3.27</b></p> <p>To provide for community activities and facilities within the Residential Zone where the nature, scale and intensity of the development is compatible with the residential environment, and adverse effects on visual amenity, noise and traffic safety can be avoided, remedied or mitigated.</p>	Staff note that as the definition of community activity is wide and has the potential to include activities with affects not suited to a Residential environment. In such cases, this policy provides helpful guidance to decision makers.	Relocate to recommended new subchapter - Provision of Land for Residential Development.
<p><b>Residential Density</b></p> <p><b>6.8.3.27A</b></p> <p>To provide for a range of housing choices in the Residential Zone in Richmond in specified locations.</p>		Rationalise as duplicated by 6.1.3.1A.
<p><b>Richmond Intensive Development Area</b></p> <p><b>6.8.3.27C</b></p> <p>In the Richmond Intensive Development Area:</p> <p>(a) to provide for medium density residential development in the form of intensive housing.</p>	On track.	Retain but co-locate next to policy 6.8.3.6 as both policies outline the policy approach to housing in that development area.

Policy Set	Assessment	Recommendation for review
<p>(b) to encourage and promote intensive housing with a high standard of amenity through adherence to minimum standards for density, height, setbacks, bulk and scale of the housing relative to its context, and adjacent land uses, including streets.</p> <p>(c) to manage development so that stormwater does not cause flooding or contribute to any damage caused by flooding.</p>		
<p><b>6.8.3.27D</b></p>		<p>Provide a new policy to outline policy approach to housing and residential development in the Richmond West Development Area.</p>
<p><b>Electricity Transmission Corridor</b></p> <p><b>6.8.3.28</b></p> <p>In the Richmond West and Richmond East development areas, to ensure that the national grid for electricity transmission is taken into account in all resource management decision-making, and that any incompatible use or activity affecting the grid is avoided, remedied or mitigated.</p>	<p>Policy being achieved as supported by a directive rule framework</p>	<p>Update policy as the Richmond west transmission line is no longer part of the national grid.</p> <p>Note that Council is currently consulting on how regional transmission lines should be managed. This policy will need to be updated in line with the outcomes of that consultation.</p>
<p><b>Additional Policies from other chapter sections</b></p>		
<p><b>6.2.3.10</b></p> <p>To avoid or mitigate the expansion of the urban area in Richmond West Development Area on land subject to sea level rise and flooding by:</p> <p>(a) providing an open space zone adjacent to the Waimea Inlet generally below the 3-metre contour above mean sea level (datum reference: NVD55);</p> <p>(b) managing the actual and potential risks of development between the 3- to 4.6-metre contour above mean sea level (datum reference: NVD55) through assessment as part of the subdivision and land use consent process, including a building platform level and reserves for stormwater management, and monitoring changes in coastal patterns;</p> <p>(c) widening Borck Creek to 70 metres to accommodate future stormwater flows in the larger Borck Creek catchment, equivalent to a '1 in 100-year' flood.</p>	<p>Achieved through zones shown on planning maps and rules in plan.</p> <p>Provisions (b) and (c) currently being implemented through the resource consenting process.</p>	<p>Retain in Plan. Policy may need review to align with outcomes of coastal hazard programme of work.</p> <p>Relocate policy to this chapter 6.8 – Richmond due to its focus on this settlement.</p>

Policy Set	Assessment	Recommendation for review
<p><b>Policy 6.6.3.2</b></p> <p>To ensure the Richmond town centre (Central Business Zone) continues to develop as the central focus for intensive retail and office commercial development, and the core pedestrian-oriented area.</p>	<p>Policy unlikely to be achieved without support of a business/commercial centre framework.</p>	<p>Retain policy but support with business/commercial centre framework for Richmond. <i>[Picked up elsewhere]</i></p>
<p><b>Policy 6.6.3.3</b></p> <p>To enable business growth in the Mixed Business Zone that is complementary to the Richmond Central Business Zone.</p>	<p>Policies relies completely on the Mixed Business zone rule framework for achievement.</p> <p>As MB zone in Richmond still in early phase of implementation, policy still to be tested.</p>	<p>Retain policy but support with commercial centre framework for Richmond.</p>
<p><b>Policy 6.6.3.14</b></p> <p>To provide a mixed use business environment that accommodates a range of business opportunities for commercial activities, large format retail, trade-related supply, and small-scale light industrial activities where:</p> <ul style="list-style-type: none"> <li>(a) adverse environmental effects within and beyond the zone boundary can be avoided, remedied or mitigated;</li> <li>(b) a high quality, high amenity business environment can be maintained;</li> <li>(c) the scale, nature and intensity of activities are compatible with maintaining a high quality, high amenity business environment.</li> <li>(d) the role of the existing Richmond town centre (Central Business Zone) is not undermined as the central focus for intensive retail and administrative activity, community interaction, and the core pedestrian-oriented area for Richmond.</li> </ul>		<p>Relocate sub-policy 6.6.3.14(d) to this chapter 6.8 – Richmond due to its focus on this settlement.</p> <p>Retain policy but support with commercial centre framework for Richmond.</p>

## 3.10 Chapter 6.9 – Motueka

### 3.10.1 Internal Consistency of Provisions

The policies that are specific to the Motueka settlement are a mixture of (a) strategic policies such as Policy 6.9.3.5 that would guide future planning, (b) more general policies that are only moderately implemented by rules, and (c) more specific policies that are strongly linked to rules.

The higher level policies for the settlement have been promulgated to guide development, but are only implemented through general subdivision and land use consent processes. They have not been provided with specific rules or statuses or other rule guidance.

Some more detailed policies are implemented through specific rules or map instruments. These include papakainga that have specific rules, and certain road connections that are implemented through indicative road provisions.

A key difficulty has been identified by staff due to Motueka having a large number of residential sites that are about 700 square metres. This size allows for the construction of second dwellings with minimum site areas of 350 square metres, but subdivision requires 450 square metres, and a 500 square metre average. Therefore, policy direction to support the intensification is not well supported by the rule framework as appropriate developments fall under discretionary rules.

### 3.10.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.10.3 Effectiveness and Efficiency

Motueka - Overview	Rating
<p><b>(a) Introduction</b></p> <p>Motueka is the second largest town in Tasman District. It is an important hub for tourism and horticulture and the gateway to the Abel Tasman National Park and Golden Bay. In summer and at harvest time, the town accommodates many tourists and seasonal workers.</p> <p><b>(b) Growth</b></p> <p>The population of Motueka is projected to increase from 7,211 in 2018 to 8,027 in 2028 and then to 8,197 by 2048. Between 2018 and 2028, Motueka’s population is projected to grow by 11%. The proportion of the population aged 65 years and over is projected to increase from 27% in 2018, to 39% by 2043. The average household size is projected to decrease from 2.4 people per household in 2018 to 2.1 people per household by 2043.</p> <p>The town has a range of physical factors that have influenced Motueka’s development. The soils are fertile and valuable for food production. The town is near flat with some low-lying, flood-prone areas and with a stopbank that is of limited resilience. There is also a significant vulnerability to future sea level rise in parts of the settlement.</p> <p>State Highway 60 bisects the town. The Motueka aerodrome to the west of the town contributes to the economic base of the region as well as providing an educational and recreational facility</p> <p>An important distinction for Motueka is the large percentage of land ownership held by iwi.</p> <p>From about 2012 the Council embarked on a strategic growth planning study to assess and plan for the future urban growth needs for the town. The resulting Plan Changes 43 and 44 focussed on the consolidation of the urban form, including greenfield development for new residential and industrial areas within, and on the western side of the urban footprint. Also, to encourage a different location of commercial development in the town centre.</p> <p>Currently, a new or extended phase of growth planning is being introduced through the N-T Future Development Strategy, 2019. The FDS focusses on the intensification of the older and existing developed parts of the town, particularly on the western side.</p> <p><b>(c) Policy Set</b></p> <p>The amendments arising from PC43 and 44 refined the policy set for Motueka and introduced new policies that addressed some of the key development issues for the town. Many of the directions set by the plan changes have yet to be realised, particularly the Motueka West</p>	<p>On track to achieve</p>

<p>Development Area. Other policies are being implemented as described below.</p> <p>These policies are set out below, together with a brief assessment of the policy and specific recommendations for the review. Topics or issues relevant to the achievement of a sub-set of policies or chapter 6.9 as a whole are assessed below.</p> <p><b>Recommendations</b></p> <p>There are opportunities for the regeneration of buildings along High Street using good urban design outcomes. Achieving good urban design will also require greater provision of parking, and access to the parking to the rear of the existing shop frontage. Council LTP funding and specific policies in the TRMP would be required to promote the regeneration of the central business area of Motueka.</p>	
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**(d) Assessment of Motueka policies**

<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.9.3.1</b></p> <p>To provide opportunities for consolidated urban growth away from areas of versatile and productive land, where practicable</p>	<p>Plan changes for consolidated urban growth were undertaken in 2004 and 2014. While the areas did expand westward onto productive soils, the township was consolidated around existing settlement. The only option to avoid hazards was to expand to the West and infill from Queen Victoria Road towards High Street.</p> <p>The FDS has promoted intensification which will give effect to this policy, but has not yet been implemented.</p>	<p>Retain – potentially expand to provide additional support for intensification of appropriate locations (eg. As set out in the FDS).</p> <p>Amend rules to enable second dwellings and subdivisions to 350 square metres.</p>
<p><b>6.9.3.2</b></p> <p>To provide for the extension of residential development east of Woodlands Avenue, south of Fearon Street, south of Parker Street on either side of Wilkie Street and north of Courtney Street East, subject to minimum floor height requirements and adequate stormwater disposal.</p>	<p>Refer Chapter 13</p>	<p>To be informed by Coastal Management project currently underway.</p>
<p><b>6.9.3.3</b></p> <p>To enable further residential development west of Grey Street and south of Whakarewa Street with opportunities for a higher density of development on sites within walking distance of the Motueka town centre.</p>	<p>Plan Change 43 provided for development in this location, and applied a Special Development Area to enable compact housing.</p>	<p>Retain</p>
<p><b>6.9.3.4</b></p> <p>To encourage larger allotments with appropriate frontage and depth requirements fronting Thorp Street and Motueka Quay to assist in maintaining the semi-rural amenity of the area</p>	<p>Rural Residential zone retained for the west side of Thorp Street and Motueka Quay through the various plan changes. Some subdivision of these locations is reducing lot sizes, while retaining 'large-lot residential characteristics' on Thorp Street, and to a lesser extent on Motueka Quay.</p>	<p>Review. The area now has limited Rural Residential character, but large lot sizes may need to be retained for the purpose of hazard management rather than character.</p>

Policy	Assessment	Recommendation for review
<p><b>6.9.3.5</b></p> <p>To provide for future residential zoning in parts of the Thorp Street rural-residential zone, subject to an overall stormwater and drainage plan that takes account of potential sea-level rise.</p>	<p>Scope for intensification due to large lot sizes continues, however the area is constrained by potential hazards that need further consideration.</p>	<p>Review – subject to coastal management project outputs and flood modelling results</p>
<p><b>6.9.3.6</b></p> <p>To avoid further commercial ribbon development on High Street, development opportunities are provided in depth in Tudor Street, Wallace Street and Greenwood Street, and in a large format retail precinct north of King Edward Street.</p>	<p>Plan Change 43 introduced an extension of the commercial zone in the Tudor/Wallace/Greenwood St area. A growing number of small scale businesses are establishing in existing premises.</p> <p>The King Edward area continues to be a Deferred zone for future commercial development.</p> <p>Three resource consents have been granted for activities that are relevant to this policy since January 2015 when it became operative. RM150780 is a consent to provide a substantial vehicle access to the Jack Inglis Hospital. While not a commercial activity it does introduce an arguably minor reduction in residential character. The second related to a property which was already consented as a commercial activity (Up the Garden Path café). The third, was issued in 2019 for a professional services office (surveyor). The decision on this application referenced this policy, but determined that the effects would be sufficiently similar to a permitted home occupation activity.</p>	<p>Retain – this area has yet to be developed to its full potential. Policy is generally successful in avoiding ribbon development of commercial activities along High Street.</p>
<p><b>6.9.3.7</b></p> <p>To ensure rear servicing access and off-street parking are provided to enhance the development of the central section of High Street as a shopping street of high pedestrian amenity.</p>	<p>There are a number of access lanes and parking behind High Street at the moment. Redevelopment of older buildings is likely and present an opportunity to further implement this policy.</p> <p>The TDC Parking Strategy is investigating options to continue to support off-street parking.</p>	<p>Retain – policy is effective.</p> <p>Support better urban design for future regeneration of High Street.</p>
<p><b>6.9.3.8</b></p> <p>To locate appropriately zoned land for a wide range of industrial activities within a business park between Queen Victoria Street and King Edward Street and provide a green buffer to minimise adverse effects on neighbours</p>	<p>Plan Change 43 set out a deferred zone framework to give effect to this policy. Services are yet to be provided, which is slowing the implementation of this policy. Partial implementation has occurred via the Golden Bay Fruit</p>	<p>Retain – yet to be fully implemented.</p>

Policy	Assessment	Recommendation for review
	Packhouse consent in the northwest corner of this location.	
<p><b>6.9.3.9</b> To avoid the adverse effects of industrial and commercial activities on the Riwaka/Motueka groundwater resource.</p>	To be reviewed through the Regional Plan evaluation	
<p><b>6.9.3.10</b> To allow for the development and the extension of the marae as a focal point for the tangata whenua of the district.</p>	The Papakainga zone was expanded (as a Deferred zone) through PC43. The rules within the Papakainga zone are permissive for a range of marae activities. In recent years, the marae has established associated childcare and health facilities.	<p>Retain- this policy is appropriate to support the marae.</p> <p>The Papakainga Zone has not been reviewed since the notification of the plan, and requires a comprehensive review.</p>
<p><b>6.9.3.11</b> To provide for a range of activities in marae areas, while ensuring that activities do not adversely affect and are not adversely affected by adjoining activities</p>	The policy is implemented through rules in Chapter 17.13. While supportive of the policy, the rule framework does not prioritise marae activities over adjoining land uses and this potentially restricts the range of activities that can occur on the marae.	<p>Retain. Consider a non-notification statement for rules giving effect to this policy.</p> <p>Advice from staff is that policies for the Marae could be more enabling, particularly around the requirements for parking.</p>
<p><b>6.9.3.12</b> To control land use in areas subject to risk of flooding.</p>	Refer Chapter 13	
<p><b>6.9.3.13</b> To direct new areas for residential development away from Motueka Aerodrome.</p>	PC43 introduced this policy to protect the on-going operation of the aerodrome. The potential for reverse sensitivity saw an industrial zone applied opposite the aerodrome, with corresponding rules for limiting the height of obstacles in flight paths. Parts of the residential deferred zone have been located closer to the aerodrome, meaning this policy is only partially effective.	<p>Retain – This policy needs to be retained to protect the long term viability of the aerodrome in Motueka.</p> <p>Further support of the airport through policy to minimize the potential for reverse sensitivity effects could be developed.</p> <p>Policies for aerodrome likely to be relocated to Strategic Infrastructure section of plan under NPStandards</p>
<p><b>6.9.3.14</b> To ensure the Motueka Aerodrome retains airspace free of obstacles in the vicinity of the runway so that</p>	The TRMP provides a set of rules to manage the height of obstacles, but the activity status is permitted or restricted Discretionary. There is a	<p>Retain policy and update activity status of associated rule.</p> <p>Consider support for the construction of hangers</p>



Policy	Assessment	Recommendation for review
aircraft can manoeuvre safely at low altitude.	disjunct between the policy language of 'ensure' and the RD activity status. The obstacle limitation surface diagrams in Chapter 16.11 (Schedule 16.11A and .11B) would more be usefully located in the TRMP Maps.	on the site. Transition to strategic infrastructure part of NPStandards. Although urban design outcomes for the hangers should be considered given gateway position and proximity to residential areas on College Street.
<p><b>6.9.3.15</b></p> <p>To protect a future road alignment as indicated on Zone Map 119 for an access road between Courtney Street and King Edward Street that will:</p> <ul style="list-style-type: none"> <li>(a) primarily have a property access function; and</li> <li>(b) incorporate traffic calming and control devices and signage to discourage the use of the road by traffic generated from non-residential activities; and</li> <li>(c) not be formed to complete the link until the King Edward Street/High Street intersection has been upgraded.</li> </ul>	<p>The TRMP planning maps incorporates this indicative road.</p> <p>The implementation of the indicative has been limited by a disconnect with the rules, where building in the indicative road area is not controlled.</p>	<p>Retain intent and Review (subject to outcome Omnibus 2 Plan Change)</p>

### 3.11 Chapter 6.10 – Takaka

#### 3.11.1 Internal Consistency of Provisions

There is a strong strategic flavour to these policies. Overall there is general connection and consistency between policy intent and rule implementation.

A perceived weakness is the degree of specificity of policies and the issues they are trying to address – they are narrow, but rely on general District-wide rules for implementation.

#### 3.11.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.11.3 Effectiveness and Efficiency

Takaka - Overview	Rating
<p><b>(a) Introduction</b></p> <p>The current footprint of the Takaka township is roughly triangular with residential and commercial development clustered along the three main streets: Commercial Street (SH60), Meihana Street and Motupipi Street. State Highway 60 (Commercial Street) runs through the main village.</p> <p>The wider Takaka area is made up by a number of satellite residential developments located in areas such as Park Avenue, Rototai Road, Sunbelt Crescent, and Waitapu.</p> <p>Abel Tasman Drive off Motupipi Street provides a link between Pohara and other settlements in eastern Golden Bay/Mohua.</p> <p>Takaka Township is the main service hub for Golden Bay/Mohua, providing essential services such as a supermarket, automotive industries, library, Council office and several schools. Key sports facilities are also provided to the south of the centre at Park Avenue. The Golden Bay hospital is located in Central Takaka on the southern edge of the Settlement Area.</p> <p><b>(b) Growth</b></p> <p>The population of Takaka is projected to increase from 1,293 in 2018 to 1,313 in 2028 and then decrease to 1,184 by 2048. The proportion of the population aged 65 years and over is projected to increase from 22% in 2018, to 38% by 2043. The average household size is projected to decrease from 2.2 people per household in 2018 to 1.9 people per household by 2043.</p> <p>Given its decentralised form, an issue is the definition of the boundaries of Takaka. This is necessary in determining the scope of policies that should apply to the settlement.</p> <p>The Nelson Tasman Future Development Strategy has identified two residential locations in the satellite areas (Park Avenue and Rototai Road). This reflects the flood prone nature of the main Takaka township and the inability to provide for significant further development without comprehensive flood mitigation.</p> <p>The FDS also identifies that there is a need for more industrial zone land.</p> <p><b>(c) Policy Set</b></p> <p>The issues while potentially still remain current, the policies have not been substantively amended since the Plan was notified in 1996. In 2004/05 a Takaka Futures project was commenced which took in Takaka and Eastern Golden Bay. A strong emphasis was on the investigation of flood modelling. Ultimately the Takaka growth provisions were abandoned, and only the Eastern Golden Bay part of the project (assessed as separate settlement).</p> <p>As a result there have been a range of growth pressures and issues that have not flowed through to the policies of the plan and have only been addressed through resource consents. These policies are set out below, together with a brief assessment of the policy and specific recommendations for the review.</p> <p>Topics or issues relevant to the achievement of a sub-set of policies or chapter 6.10 as a whole are assessed below.</p> <p><b>Recommendations</b></p> <p>Policies will need to address a significantly wider range of issues than is currently the case</p>	<p>Partial achievement</p>

<p>Policies should capture the development issues for the smaller population centres beyond the main town centre, as increasing population and development and connectivity to Takaka become larger issues.</p> <p>The policies should also capture the character of Takaka as a distinctive town, and one which seeks to keep its character.</p>		
<p><b>(d) Assessment of Takaka Policies</b></p>		
<b>Policy</b> <i>(NB Policy 6.10.3.2 deleted from TRMP)</i>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.10.3.1</b> To ensure that land that is made available for residential settlement is either not subject to flood risk, or the flood risk can be mitigated</p>	<p>There has been very limited expansion of the settlement where the land is subject to flood hazard risks. New development has been located on elevated areas or in coastal settlements. Where development has occurred minimum ground and floor level requirements have been imposed either via the Building Act or resource consent conditions.</p>	<p>Retain – flood hazard risk remain relevant. However, further investigation will be required and decisions will need to be made to mitigate flood hazard.</p>
<p><b>6.10.3.3</b> To rezone part of the Commercial Zone in Motupipi Street for light industrial activities.</p>	<p>This policy, and the current light industrial zone locations, both date back to the original 1996 TRMP. No further land along Motupipi Street has been rezoned and therefore it is concluded that this policy has never been implemented. There remains a need for further industrial land for the settlement.</p>	<p>Review This policy does not appear to ever have been implemented. A review of the provision of industrial zoning is required and should be considered in appropriate locations either within or potentially in an industrial park nearby to the town.</p>
<p><b>6.10.3.4</b> To provide a buffer area of rural land around the Takaka dairy factory site.</p>	<p>The planning maps show an area around the Dairy factory that is zoned Rural 1 and Industrial. There are very limited development opportunities in the Rural zone.</p>	<p>Retain intent of buffer, and review appropriate zoning for buffer purposes.</p>
<p><b>6.10.3.5</b> To ensure service lane access and off-street parking are provided to enhance development of the Takaka central commercial area.</p>	<p>There are a number of access lanes and parking behind Commercial Street and Motupipi at the moment. Redevelopment of older buildings, and new development, is occurring. The parking areas successfully divert car parking off the main street and provide accessibility to community facilities.</p>	<p>Retain – policy is effective. Policy could be refined as part of a district-wide reconsideration of parking requirements.</p>
<p><b>6.10.4.6</b> To avoid, remedy or mitigate adverse effects of on-street parking, loading and unloading in the commercial area of Takaka.</p>	<p>For new developments, the TRMP has rules to require loading areas are located on site. For Arterial, Distributor and Collector roads, loading areas are to also include an onsite turning area. The ARM policy language is not directive.</p>	<p>Review – consider if this policy is still required to manage these effects.</p>

## 3.12 Chapter 6.11 - Takaka Eastern Golden Bay

### 3.12.1 Internal Consistency of Provisions

This policy set is strongly strategic, comprehensive and specific to key issues and Council’s policy response to them. They are yet to be implemented. The link to the rules is, in many cases, not relevant as the provisions have not yet been implemented. But in some cases there are policies which are currently applicable and have only a weak link to rules as future rule changes are required in order to implement the policies.

### 3.12.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.


### 3.12.3 Effectiveness and Efficiency

Takaka Eastern Golden Bay - Overview	Rating
<p><b>(a) Introduction</b></p> <p>The Takaka-Eastern Golden Bay Area is defined as the Takaka Valley lowland area from Tata Beach in the east to Rangihaeata in the west, and south to Upper Takaka at the base of the Takaka Hill. It includes the settlement areas of Ligar Bay, Pohara, Motupipi and Takaka.</p> <p><b>(b) Policy set</b></p> <p>The significant Policies 6.11.3.1 and 6.11.3.2 came into the TRMP through Plan Change 8. Policies 6.11.3.2 represented a future policy direction for the Council that would be implemented piece-meal through future plan changes. It is understood that other policies (particularly 6.11.3.1) would become more relevant and guide those future plan changes.</p> <p>Future work on implementing those intentions has not be undertaken.</p> <p>Nevertheless, the general and effects based policies that are in this section remain live and relevant.</p> <p><b>Recommendations</b></p> <p>Consider if the directive intentions of Plan Change 8 remain relevant and review the Takaka Eastern Golden Bay Policy set accordingly to implement some or all of the intentions.</p> <p>Review existing, and the need for new policies for the critical areas of Pohara, Tarakohe, Ligar Bay, Tata Beach.</p> <p>Consider need to extend the scope of this area to include Wainui Bay and provide policy to guide any future development.</p> <p>Consider policy and the rules for the buffer protection of Tarakohe Port industrial zone, and the regulation of residential development in order to address reverse sensitivity effects. Will involve the quarry rules, and considerable history of the area that is known by the Golden Bay Planner (Ina Holst-Stoffregen).</p>	<p>Partial achievement</p>

**(c) Assessment of Takaka Eastern Golden Bay policies**

Policy	Assessment	Recommendation for review
<p><b>6.11.3.1</b> In the Takaka-Eastern Golden Bay Area, to ensure:</p> <ul style="list-style-type: none"> <li>(a) the community has a variety of different residential settlement locations to choose from;</li> <li>(b) residential settlement opportunities are provided for in coastal and inland locations;</li> <li>(c) choices in development density and character in appropriate locations have been provided for, including low density residential development and more compact forms of residential development;</li> <li>(d) local communities and landowners are involved in structure planning for locations identified in Policy 6.11.3.2, prior to the zoning of that land for residential or rural-residential purposes.</li> </ul>	<p>The policies are the outcome of extensive studies and consultation with the Golden Bay community. They canvas a very wide set of issues.</p> <p>They identify particular characteristics of some areas that are suited to lesser or greater density development. There are no planning maps that guide the implementation of these policies.</p> <p>There have not been any structure plans developed to date.</p> <p>There are a number of policy outcomes in this set of policies that are duplicated by other general policies throughout the plan.</p>	<p>Review to consolidate policy intent with similar policies in TRMP</p>
<p><b>6.11.3.2</b> In the Takaka-Eastern Golden Bay Area, to:</p> <ul style="list-style-type: none"> <li>(a) provide for denser residential development at Rangihaeata, subject to appropriate wastewater management, management of airfield cross-boundary effects, and an assessment of coastal landscape and natural heritage values, and protection of them from inappropriate subdivision and residential development, and the effects on State Highway 60;</li> <li>(b) provide for a residential settlement area centered at the existing Park Avenue location, subject to: particular consideration of appropriate residential development standards; safe car, pedestrian and cycleway access to Takaka; low impact design solutions; infrastructure services provision (including that of State Highway 60); community amenities; and possible future commercial development opportunity;</li> </ul>	<p>The provisions for Takaka-Eastern Golden Bay were inserted into the Plan through Plan Change 8. The provisions were not intended to be directly operative but instead were intended to set a strategic future direction for the area.</p> <p>After PC8 it was intended that future plan changes be progressed, each of which would pick on one (or a few) of the matters addressed in Policy 6.11.3.2 and progress them according to the directions given in this policy. However, none of this context is particularly clear from the TRMP.</p> <p>As no such plan changes or work programmes have been progressed, these policies have not yet been implemented.</p> <p>As a result there are some significant examples of mismatches between the policy intent and the current rule framework. For example, there is a mis-match between the policies for Rangihaeata and the Closed Zone status for development in this location, where subdivision is prohibited.</p>	<p>Review – determine whether these polices remain appropriate and whether they can be implemented through the plan review process. This might require specific development of policies and rules to implement the stated outcomes.</p>

Policy	Assessment	Recommendation for review
<p>(c) provide for some more development opportunity in the Pohara area, subject to servicing requirements (including that of State Highway 60); access and roads; commercial development; parks and reserves; and the identification and appropriate protection of coastal landscape values;</p> <p>(d) provide for more development opportunity in Ligar Bay and Tata Beach areas (including the coastal catchments), subject to an assessment of natural heritage, character and amenity values; infrastructure servicing requirements (including that of State Highway 60); access and roads; to an assessment of natural heritage, character and amenity values; infrastructure services (including State Highway 60), including suitable access;</p> <p>(e) consider low-density residential development of the eastern flank of the Rototai Hill – Hambrook road landform, subject to particular consideration of: landscape values; ridgeline protection; and the management of karst terrain</p> <p>(f) provide for mixed use development opportunities at Tarkohe, subject to: particular consideration of the proximity of Port Tarkohe; potential for adverse cross-boundary effects; the protection and enhancement of landscape values; and appropriate infrastructure servicing;</p> <p>(g) consider low density residential development of the eastern flank of the Rototai Hill-Hambrook road landform, subject to particular consideration of landscape values; ridgeline protection and the management of karst terrain.</p>	<p>Landscape assessment has still to occur.</p> <p>Protection of the airfield from cross boundary effects remains relevant.</p> <p>Development of the Park Avenue location was approved in 2018 and is currently under development. The Future Development Strategy identifies this area for future urban growth.</p> <p>Many of the effects that are to be managed are covered by other policies and rules in the Plan.</p>	
<p><b>6.11.3.3</b></p> <p>To allow for a range of urban land uses at Pohara and Ligar Bay, including additional land for residential and rural residential purposes.</p>	<p>A range of residential and rural residential living opportunities have been provided at Pohara and Ligar Bay. This policy appears to have been implemented appropriately.</p>	<p>Review</p> <p>Determine whether urban land uses should continue to be provided for beyond what currently exists,</p>

Policy	Assessment	Recommendation for review
		or whether an appropriate limit has been reached. If development limits are evident then these could be built into the policy.
<p><b>6.11.3.4</b> To allow for commercial activities at Pohara.</p>	<p>Commercial opportunities have been taken up at Pohara. This policy appears to have been implemented appropriately.</p>	<p>Review Determine whether commercial activities should continue to be provided for beyond what currently exists, or whether an appropriate limit has been reached. If development limits are evident then these could be built into the policy.</p>
<p><b>6.11.3.5</b> To promote a coherent pattern of development by encouraging extension of the existing roading network between Pohara and Ligar Bay in the general alignment identified on the planning maps.</p>	<p>The indicative road network was intended to provide alternative access between these settlements particularly as the coastal road was vulnerable to sea level rise and ownership of the road was not completely under Council control.</p> 	<p>Review Reconsideration of the scope of this policy, and consider updating to be more directive as to the intentions of the policy.</p>
<p><b>6.11.3.6</b> To promote the protection of significant landscape features including indigenous vegetation remnants and rock outcrops at Pohara, Tarakohe and Ligar Bay/Tata from inappropriate subdivision, use and development.</p>	<p>Landscape project work to date has identified the Tarakohe cliffs as outstanding natural features</p>	<p>Review as part of Landscape review</p>
<p><b>6.11.3.7</b> To reduce the extent of industrial zoning at Tarakohe but to retain land to service the port at Tarakohe.</p>	<p>The extent of the industrial zone at Tarakohe has been reduced by a small margin. It has been reduced from the south to create a greater separation to Pohara Valley, and from the east off the hill that overlooks Ligar Bay.</p>	<p>Review It would be appropriate to review the boundaries of the Port Tarakohe industrial land</p>

Policy	Assessment	Recommendation for review
	The extent of industrial zone remains extensive. However, there are current efforts to upgrade the capacity of Port Tarakohe and the aquaculture industry is increasing.	
<b>6.11.3.8</b> To enhance the amenity and safety of the remaining Tarakohe industrial area through a programme of works including amenity planting, removal of waste material and equipment, and demolition and removal of redundant structures.	This has been implemented in so far as the removal of redundant structures. However, amenity planting and amenity improvement has not occurred sufficiently.	Retain with updates

### 3.13 Chapter 6.12 - Collingwood

#### 3.13.1 Internal Consistency of provisions

“As a set, these policies have varied and / or strategic connection to the rules. The policies are ‘eclectic, ranging from the broad (e.g. 6.12.3.1) that could apply anywhere in the District, to the very narrow (e.g. 6.12.3.7), and scattered in terms of issue coverage, as in, not thorough/comprehensive. Some have a strategic or non-regulatory implication. There are weakly connected policies (6.12.3.7) and stronger ones (6.12.3.6).” (SLS).

#### 3.13.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

#### 3.13.3 Effectiveness and Efficiency

Collingwood - Overview	Rating
<p><b>(a) Introduction</b></p> <p>Collingwood is a small rural settlement situated on the coastline with an attractive hill backdrop. Development in Collingwood has been encouraged behind the existing developed area, to avoid its spread along the low-lying coastline or into areas that are highly visible and other sensitive locations (in line with policy 6.12.3.5).</p> <p><b>(b) Growth</b></p> <p>The population has increased from 235 residents in 2006 to 244 resident in 2018. This represents an increase in population of under 4% over this 12 year period. The population of Collingwood is projected to increase from 244 residents in 2018, to 248 in 2028, and then to decline to 227 residents by 2043. The proportion of the population aged 65 years and over is projected to increase from 23% in 2018, to 39% by 2043. There is a significant proportion of holiday homes, and a corresponding increase in the population during holiday seasons.</p> <p>Latest growth studies anticipate that land already zoned residential will accommodate growth for the next decade. For the following decade 2029 – 2038, the FDS has identified additional residential land adjacent to and behind existing development in line with the policy direction.</p>	Achieved regarding location of new residential development and Aorere Estuary onshore facilities.



<p>This will accommodate holiday as well as usually resident growth.</p> <p><b>(c) Policy Set</b></p> <p>Some of the policies are instructions type policies that have been achieved, others provide policy direction.</p> <p>Other than from the perspective of growth, this policy set has not been reviewed or updated since the inception of the TRMP.</p> <p><b>Conclusion</b></p> <p>New development and renewals of existing infrastructure and assets, largely, are occurring in line with policy directives.</p> <p><b>Recommendation</b></p> <p>As part of this review, the community is consulted about planning issues and priorities for their settlement and the policy set is reviewed after feedback has been received.</p>	
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**(d) Assessment of Collingwood policies**

Policy	Assessment	Recommendation for review
<p><b>6.12.3.1</b></p> <p>To progressively upgrade the urban roading network and provide an alternative emergency route for State Highway 60 and stop inappropriate paper roads that have no practical or safe access function.</p>	<p>Not yet implemented.</p> <p>LTP 2018 Collingwood settlement report states that the existing transportation network is sufficient and operating without concern. No growth upgrades are planned.</p>	<p>Delete policy from TRMP. Specific infrastructure project detail is addressed in the LTP process.</p>
<p><b>6.12.3.2</b></p> <p>To enhance proposed mooring facilities in the Aorere estuary with appropriate onshore facilities such as parking and amenities such as landscaping.</p>	<p>The estuary is not a TRMP 'mooring area' and has no consented moorings.</p> <p>There is a question about the ownership of the wharf. Council declined to upgrade the wharf and private sector initiatives have not come to fruition.</p> <p>In 2009, Council obtained consent to reclaim Ruataniwha Inlet foreshore and seabed adjacent to the campground for construction of an access boat launching ramp and jetty.</p> <p>Policy has been achieved in part.</p>	<p>Delete policy as the estuary is not a TRMP 'mooring area' and has no consented moorings.</p> <p>Alternatively, replace policy with direction to maintain on-shore facilities that enable public use and enjoyment of the Inlet while protecting and enhancing the natural values the Inlet.</p>
<p><b>6.12.3.3</b></p> <p>To promote the concept of an amenity plan for the rear yards of Tasman Street, Collingwood properties which adjoin the Ruataniwha Inlet to enhance public use of the adjoining estuarine margin.</p>	<p>Not yet implemented.</p>	<p>Retain policy - no need for change.</p>

Policy	Assessment	Recommendation for review
<b>6.12.3.4</b> To avoid, remedy or mitigate the adverse effects of locating development on natural hazard areas.	New residential development round Ruataniwha Drive in accordance with policy. Policy not specific so difficult to know if fully achieved.	Policy assessed in chapter 13. Delete in favour of District wide consolidated policy in Chapter 13 or make specific to Collingwood.
<b>6.12.3.5</b> To encourage any future development for residential and rural residential purposes to locate behind the existing developed area and to avoid its spread along the coastline or into areas that are highly visible or have high natural values.	New residential development at Ruataniwha Drive largely taken up. FDS identified new residential area adjacent to it. New and FDS planned residential land comply with policy. Policy being achieved.	Retain policy - no need for change. Policy being achieved.
<b>6.12.3.6</b> <b>To protect and enhance Collingwood's heritage values</b> and improve the appearance of the main street.	A programme of work is in place to improve and renew assets and infrastructure in Collingwood town centre, including the campground. (Collingwood Settlement Report, LTP, 2018)	Bolded text assessed in chapter 10. Retain but amend to make heritage values specific to Collingwood.
<b>6.12.3.7</b> <b>To protect bush remnants on the coastal scarps at Collingwood.</b>	Bush scarp is not a listed Schedule 18.1A SNA and therefore not protected in the plan	Bolded text assessed in chapter 10. Retain policy – although protection is limited.

### 3.14 Chapter 6.13 - Settlements adjoining National Parks

Awaroa, Marahau, Torrent Bay (Abel Tasman), St Arnaud and Rotoroa (Nelson Lakes)

#### 3.14.1 Internal Consistency of Provisions

As above this policy set has varied and/or strategic connection to the rules. The set is a little bit 'all over the place' in terms of scope and specificity, and a third of them have a strategic implications. Outside of those, most are fairly well connected to rules.)

As an overall observation, this set could be rationalised, as all of the policies are some variation of a commonly expressed theme in other Chapters of the Plan (e.g. 6.13.3.11).

#### 3.14.2 Evidence of Implementation

Policy implementation – per policy assessment and recommendations below.

#### 3.14.3 Effectiveness and Efficiency

Settlements adjoining National Parks - Overview	Rating
<b>(a) Introduction</b> This section deals with the above settlements sharing the common characteristics that they are gateways to or enclosed within national parks, located in sensitive natural	Achieved regarding servicing and land for new

<p>environments; have significant proportion of holiday homes and experience demand for this purpose (as indicated by the resource consenting information).</p> <p>Generally the settlements have some zoned residential, closed / rural residential, and all except Torrent Bay and Awaroa commercial / tourist service land. The Closed zones limit further expansion of historical development. Usually there are some, but not all network services.</p> <p>St Arnaud, and Marahau have LTP settlement reports with distinct demographic sets. Awaroa, Torrent Bay and Lake Rotoroa due to their locations and limited capacity do not.</p> <p>As development densifies and / or responds to ever increasing tourist demand, the capacity of services to meet appropriate levels requires careful planning and assessment.</p> <p>Whether objective 6.7.2 - Maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes - is being achieved as settlement services are upgraded in response to growth and tourism pressure is not assessed. Landscape aspects are assessed in chapter 9, and significant natural feature aspects in chapter 10.</p> <p>The chapter 6.13 issues and policies do not describe or specifically protect some of the distinct and significant features or landscapes of the settlements. This makes it hard to assess whether they are being protected and enhanced.</p> <p>It is recommended that the following warrant description in the plan:</p> <ul style="list-style-type: none"> <li>- St Arnaud - the significant wetlands, Alpine fault system, the glacial terraces all within or close to the settlement.</li> <li>- Marahau - the significant natural, heritage and cultural values of the environment within and adjoining the settlement toward Kaiteriteri / Motueka</li> </ul> <p><b>(b) Policy Set</b></p> <p>Other than for growth, this policy set has not been reviewed or updated since the inception of the TRMP, nor the communities consulted about settlement issues. The Marahau community has requested that strategic planning be undertaken for their settlement.</p> <p>There is clear rationale to cluster these settlements into a policy set, but the policies are randomly ordered and would benefit from and update and reorder into general and settlement specific sub sets.</p> <p>New development and renewals of existing infrastructure and assets, largely, are occurring in line with policy directives.</p> <p><b>Recommendation</b></p> <p>It is recommended that, as part of this review, the community is consulted about planning issues and priorities for their settlement, including future direction. After feedback has been received, the policy set is reviewed, reordered and updated.</p> <p><b>(c) Growth</b></p> <p><u>St Arnaud</u> – The most recent growth study anticipates that land already zoned residential and rural residential will accommodate the projected population growth over the next decade 2018 – 2028) but not beyond (Settlement report, LTP, 2018).</p> <p><u>Lake Rotoroa</u> – Staff note that existing capacity is catering for the current demand for land and development at Lake Rotoroa.</p> <p><u>Marahau</u> - Although the resident population is projected to remain unchanged, the most recent growth study expects the demand for housing to outstrip supply in the next 10 years. The study recommends the currently deferred tourist and residential land (deferred</p>	<p>residential development.</p>
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<p>for wastewater) be uplifted to meet this projected housing demand. The recently received HASHAA application may meet this demand, provided required levels of servicing can be met, specifically the high performance levels for waste water servicing. (Settlement report, LTP, 2018).</p> <p><u>Awaroa and Torrent Bay</u> - In 1996, the TRMP noted the density and extent of development in Torrent Bay and Awaroa as issues. There has been a steady level of resource consent activity for development in both settlements.</p> <p>In recent years, there has been some pressure to reopen the closed Rural Residential zone in Awaroa for re-subdivision or to allow for increased co-operative living opportunity on land closed to subdivision.</p> <p><b>Recommendation</b></p> <p>The capacity of these settlements to respond to the ever increasing pressure for growth and tourist services while retaining their ‘distinctive characters’ and integration between settlements and their adjoining landscapes’ (objective 6.7.2) requires assessment by a suitably qualified professional.</p> <p>As mentioned in chapter 6.7 above, consider introducing policy to specifically protect and manage environments with significant historic, cultural, natural values that are under pressure from tourism such as the area between Motueka and Marahau.</p>	
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**(d) Assessment of Policies: Settlements Adjoining National Parks**

<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.13.3.1</b></p> <p>To provide additional land at Marahau for residential and business development, consolidating between the existing arms of development, and for recreational and tourist development at the beachfront, in keeping with the special rural and coastal character of the area.</p>	<p>Implemented through zoning but zones deferred for wastewater.</p>	<p>Retain intent, with consideration of Future Development Strategy.</p> <p>Services need to be provided if deferrals are to be uplifted.</p>
<p><b>6.13.3.2</b></p> <p>To support and encourage an appropriate coastal management process in conjunction with beachfront tourist and recreational development at Marahau.</p>	<p>Policies Implementable through General subdivision, land use, Tourist Services Zone and CEA overlays.</p> <p>Beachfront area upgraded by Council incrementally.</p>	<p>Review following District wide coastal hazard management project.</p>
<p><b>6.13.3.3</b></p> <p>To protect a future road alignment generally as indicated on Zone Map 82 for an access road (as defined in Schedule 16.2D) at Marahau etc.</p>	<p>Yet to be implemented.</p>	<p>Delete and replace with a general policy that protects indicative road alignment in chapter 11 – Land Transport effects.</p>
<p><b>6.13.3.4</b></p> <p>To provide a small area of additional land for residential opportunities at Lake Rotoroa.</p>	<p>Strategic future planning.</p> <p>Yet to be implemented</p>	<p>Retain.</p> <p>Yet to be implemented.</p>
<p><b>6.13.3.5</b></p> <p>To protect ecosystems, indigenous vegetation and other outstanding natural features</p>	<p>Limited ability to implement this policy other than through the LPA – which</p>	<p>Policy assessed in Chapter 10.</p>

Policy	Assessment	Recommendation for review
adjoining and within Marahau, Rotoroa, Awaroa and St Arnaud townships to enhance their settings close to a national park.	applies to St Arnaud, or through the SNA schedule 18.1A which contains one listing for Marahau. If not listed in Schedule 18.1A, the plan does not protect such areas.	Extend zone rules relating to the removal of indigenous vegetation or forest to all zones where do not currently exist or to this policy set settlements, i.e. Residential, Industrial, Open space zones.
<p><b>6.13.3.6</b></p> <p>To enable a limited amount of new residential growth at St Arnaud adjacent to Borlase Avenue and in depth on the north side of State Highway 63 behind existing development, subject to the implementation of wastewater measures designed to avoid contamination of Lake Rotoiti or any stream draining to the lake, and to retention of the natural character of the margins of the lake and the national park.</p>	The Glacial Terrace and Borlase Avenue developments implemented this policy. The amendments to the extent of the Residential zone are shown on the planning maps. Storm and waste water network services have been provided. Water supply is self- servicing.	<p><b>Bolded part of Policy</b> (reference to natural character) assessed in Chapter 10 assessment.</p> <p>Delete policy as implemented and no longer needed.</p>
<p><b>6.13.3.7</b></p> <p>To provide an alternative growth area for St Arnaud in the form of two rural-residential areas in the Tophouse locality.</p>	Implemented in form of two zoned locations	Delete – policy implemented and no longer needed.
<p><b>6.13.3.8</b></p> <p>To retain a clear rural character which avoids ribbon development between Tophouse junction and St Arnaud.</p>	Implemented through general subdivision and rural zone rules.	<p>Retain.</p> <p>No need for change.</p>
<p><b>6.13.3.9</b></p> <p>To maintain a residential lot size at St Arnaud township sufficient to retain the area’s natural character.</p>	Implemented through specific lot size rules.	<p>Retain.</p> <p>No need for change.</p>
<p><b>6.13.3.10</b></p> <p>Re-subdivision of existing residentially-zoned allotments crossed by the Alpine Fault in Robert Street, Holland Street and Borlase Avenue at St Arnaud will not be permitted.</p>	Implemented through Fault Rupture Risk Area rules.	<p>Policy assessed in chapter 13.</p> <p>Retain but update wording to align with policy language; and to align with Fault Rupture Risk Area rules for St Arnaud. (R18.13.3.1.1(c))</p>
<p><b>6.13.3.11</b></p> <p>To promote consolidation of commercial development and tourist accommodation near the centre of St Arnaud.</p>	Implemented through Commercial zone location. Directive to prevent expansion of current Commercial areas in favour of consolidation.	<p>Policies 6.13.3.11- 14 are directed at protecting the character and amenity of the settlements.</p> <p>Retain.</p> <p>No change needed.</p>
<p><b>6.13.3.12</b></p> <p>To avoid adverse visual effects of buildings and site development works on the amenity</p>	Implementable through zone rules, CEA and LPA ( St Arnaud)	<p>Retain.</p> <p>No change needed.</p>

Policy	Assessment	Recommendation for review
and character of Marahau, Awaroa, St Arnaud, Rotoroa and Torrent Bay.		
<b>6.13.3.13</b> To avoid, remedy or mitigate the adverse effects of tourist activities and of the scale of tourist development at Awaroa, St Arnaud, Rotoroa, Marahau and Torrent Bay.	Implementable through use of Tourist services and Commercial zoned areas in combination with LPA, CEA rules and Discretionary activity status for Business in rural and residential zones	Retain no change needed.
<b>6.13.3.14</b> To ensure facilities servicing visitors to Marahau and the Abel Tasman National Park are compatible with the natural environment and do not adversely affect public access to the foreshore.	As above.	Retain but generalise to apply to all settlements in or adjoin a national park.
<b>6.13.3.15</b> To establish higher performance standards for the use of on-site disposal of domestic wastewater in the Marahau Special Domestic Wastewater Disposal Area.	Implementable through SDWA rules	Delete policy as managed through regional plan
<b>Additional policies from other chapter</b>		
<b>6.3.3.3</b> To promote the establishment of a reticulated servicing system for wastewater treatment and disposal and water supply at Marahau by ensuring the design of the water and wastewater systems for the tourism development at Marahau (Section 111 Block VI and Block XII) can incorporate the necessary upgrades to service the wider settlement.	This is a historical policy relating to a way of servicing the settlement for waste water - that did not happen (Steve Markham)	Delete policy as P 6.13.3.5 addresses the waste water issue. This is a historical policy that is now covered by the Long Term Plan.
Policy gap		Add policy requiring protection and enhancement of the significant, heritage, cultural and natural values of the coastal environment area between Marahau, Kaiteriteri and Motueka

## 3.15 Chapter 6.14 - Kaiteriteri

### 3.15.1 Internal Consistency of provisions

Unlike other location-specific urban policy sets this one does not appear to be as strategically focused. There are a couple of policies that relate to Council-community activities (e.g. 6.14.3.2,

6.14.3.5), and there is a question as to whether this is the best/right place for them? Rule-implicated policies relate to identified issues (e.g. land disturbance), but rely on general rules to implement.

### 3.15.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.15.3 Effectiveness and Efficiency

Kaiteriteri- Overview	Rating
<p><b>(a) Introduction</b></p> <p>Kaiteriteri is an area of particular cultural significance, containing a number of cultural heritage sites and associations. The settlement is a key entry and exit point to the Abel Tasman National Park.</p> <p>The settlement contains a high proportion of second homes estimated in the Tasman growth model at approximately 60% and has a corresponding increase in population over the holiday season. It is a popular coastal holiday destination, and gateway to Able Tasman National park, with significant peak visitor demands. The bay is used by Abel Tasman National Park transport operators, as well as by recreational users and private and commercial boat operators.</p> <p>A large portion of the flat land at Kaiteriteri is owned by the Department of Conservation and administered by the Kaiteriteri Recreation Reserve Board. The recent commercial development next to the beachfront campground, by Kaiteriteri Recreation Reserve Board (KRRB), has consolidated facilities for the small settlement, together with providing traffic calming measures. The new facility created a two-storey building with mixed commercial and residential use.</p> <p>A large tourist service zone is sited at the end of Martins Farm road, which is currently used primarily for accommodation services. Kaiteriteri marks the end/start of Tasman’s Great Taste Trail; and the Kaiteriteri Mountain Bike Park has become a popular destination for mountain bikers.</p> <p><b>(b) Growth</b></p> <p>The usually resident population has increased from 415 residents in 2006 to 417 in 2018. The population is projected to increase from 417 residents in 2018, to 426 in 20128 and then decrease to 408 by 2048. The proportion of the population aged 65 years and over is projected to increase from 24% in 2018, to 35% by 2043. There is a significant proportion of holiday homes, and a corresponding increase in the population during holiday seasons.</p> <p>Latest growth studies a Council anticipates that the supply of residential development will generally exceed that demand and can be accommodated on land already zoned for urban development and the existing infrastructure networks.</p> <p>The policy set does not contain a policy that captures the avoidance of effects of Kaiteriteri tourist and holiday activities on the natural character of the coastal environment area — possibly due to the following generic policies: 6.4.5.5 — protects the coastal environment from sprawling or sporadic subdivision use and development; and 6.7 3.1 and 6.7 3.4 protects special natural character features and landscape.</p>	<p>Achieved</p>

A number of the policies have been implemented by the KRRB. If distinctive character outcomes are being achieved, it is due to the successful implementation of the resource consent process.

A qualitative assessment of objective 6.7.2 has not been done.

**Recommendations**

The capacity of the coastal settlement to respond to the ever increasing pressure for growth and tourist services while retaining their ‘distinctive characters’ and integration between settlements and their adjoining landscapes’ (objective 6.7.2) is assessed by a suitably qualified person.

The significant historic, cultural and natural values of the Kaiteriteri area warrants attention in the plan. As mentioned in chapter 7.6 above, consider introducing policy to specifically protect and manage environments with these significant values that are under pressure from tourism such as the area between Motueka and Marahau.

**(c) Policy Set**

The issues remain relevant, but this policy set has not been reviewed or updated since the inception of the TRMP. A FDS community consultation was held at Kaiteriteri in 2019. The strong natural, cultural and heritage values of the coastal area surrounding Kaiteriteri to Iwi was raised as an issue that should be considered in future planning.

New development and renewals of existing infrastructure and assets, largely, are occurring in line with policy directives.

**Recommendations**

As part of this review, the community is consulted about planning issues and priorities for their settlement and the policy set is reviewed after feedback has been received.

Council partner with the Kaiteriteri Recreation Reserve Board when reviewing the policy set.

**(d) Assessment of Kaiteriteri policies**

<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.14.3.1</b> To require provision for full servicing of new subdivisions and staging of development between Stephens Bay and Little Kaiteriteri.</p>	<p>The three water network services are provided and have capacity to cope with expected growth. Policy achieved.</p>	<p>Retain. Policy of ongoing relevance.</p>
<p><b>6.14.3.2</b> To pursue the provision of car parking at Kaiteriteri, especially in relation to commercial activities, including those which occur on the water.</p>	<p>The transport network has received ongoing attention through the life of the Plan. Currently KRRB is managing this issue. Some improvements to commercial area transport and parking facilities completed in 2016. Boat parking requires further management.</p>	<p>Retain policy – no change needed.</p>



<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.14.3.3</b></p> <p>To control land use activities and subdivision to avoid any adverse environmental effects in terms of sedimentation, erosion, instability and loss of visual amenity.</p>	<p>Implemented through LDA 2.</p>	<p>Delete policy as addressed in chapter 12</p>
<p><b>6.14.3.4</b></p> <p>To provide for commercial activities, tourist services and recreation at appropriate locations that minimise adverse effects within Kaiteriteri.</p>	<p>Sufficient zoned land provided.</p> <p>Policy achieved</p>	<p>Retain.</p> <p>Policy achieved but of ongoing relevance.</p> <p>Consider including the word “appropriate” before the word “commercial” into policy to enable assessment of activity type</p> <p>OR</p> <p>Amend in line with Policy 6.13.3.14</p>
<p><b>6.14.3.5</b></p> <p>To redesign the main Kaiteriteri beachfront access to improve parking and visual amenity.</p>	<p>Policy achieved in course of TRMP life with major road redevelopment carried out round 2003-5 and the squeezing of the road outside the new booking areas carried out in 2016.</p>	<p>Delete policy and rely on general policy in Chapter 11 or P6.3.3.1</p>
<p><b>6.14.3.6</b></p> <p>To provide for reserves and pedestrian access at key locations.</p>	<p>Provided for through general rules. Open space zoning provided for particularly along coast and at some key locations.</p> <p>Currently issue being managed by the KRRB.</p> <p>But as policy does not identify key locations in policies, it is difficult to assess if policy achieved.</p>	<p>Retain but amend to identify key locations.</p>
<p><b>6.14.3.7</b></p> <p>To encourage the efficient use of land and infrastructure within Kaiteriteri, including the development of a large area of residentially zoned land between Stephens Bay and Little Kaiteriteri.</p>	<p>The large area of residentially zoned land between Stephens Bay and Little Kaiteriteri is provided for.</p> <p>In this respect, policy achieved.</p>	<p>Delete policy as achieved</p> <p>OR</p> <p>Update policy to encourage the efficient use of land and infrastructure within the existing urban area.</p>
<p>Policy gap</p>		<p>Add policy requiring protection and enhancement of the significant, heritage, cultural and natural values of the coastal environment area between Marahau, Kaiteriteri and Motueka</p>

## 3.16 Chapter 6.15 - Māpua/Ruby Bay

### 3.16.1 Internal Consistency of Provisions

This is a comprehensive policy set, with reasonable connectedness to rule-based implementation.

Some policies, whilst being generally well provided for in the general sense, have specific references which may be less well reflected – for example, Policy 6.15.3.1 talks about the ‘character’ and ‘village scale’ of Māpua, but it is not clear how this is reflected in the rules, indeed, if it can be. As with other location-specific policy sets that have been recently updated through Plan Changes there is room for rationalisation of policies that deal with common themes (e.g. heritage features, coastal character).

### 3.16.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.16.3 Effectiveness and Efficiency

Mapua/Ruby Bay - Overview	Rating
<p><b>(a) Introduction</b></p> <p>Māpua is a prominent settlement in the Tasman District with a population of 2,238 in 2018 and an important tourism and lifestyle function between Richmond and Motueka. It is a locality of high amenity and recreation value with a village feel, high amenity shops, restaurants and bars, a medical centre, a small supermarket, and a community hall.</p> <p>The wider area around Māpua and Ruby Bay is a diverse and complicated area from both a biophysical perspective and a planning and regulatory perspective. Ruby Bay is an elongated coastal area of residential activity with very limited commercial activities. The coastline is under considerable pressure from erosion and is subject to future sea level rise. Inland there is a large area of Rural Residential Zone extending up Seaton Valley and Pomona Road areas.</p> <p><b>(b) Māpua/Ruby Bay policy set</b></p> <p>The issues and policies were comprehensively reviewed and updated as part of Plan Change 22. This plan change was notified in 2011 and the changes became operative in 2015. As a result of being more contemporary, the issue statements and policies are considerably more relevant and directive than many other older settlement policies in the TRMP.</p> <p>With no objective identified for this area, it is difficult to evaluate the overall success of the TRMP in relation to this settlement. Specific assessment of the effectiveness of each policy is provided below. Overall, the policies are appropriate and reasonably well worded. Only minor adjustments are needed, plus some additional policies to guide the expansion and growth of this settlement.</p> <p>The Mapua/Ruby Bay area is highly sensitive from a cultural heritage and archaeological point of view. These values are not well represented in the current plan provisions for this settlement. Cultural heritage find-sites and precincts are present in the TRMP but are probably inadequate.</p> <p><b>Recommendations</b></p> <p>The outcome of the FDS was to enable more intensive development in Seaton Valley than is currently zoned. This should be investigated further through the plan review process. The same</p>	<p>On track to achieve</p>

<p>applies for the elevated land on the north side of NL10A/117 (currently owned by Gerald Senior). This land could be intensified from its current rural residential.</p> <p>With development pushing more intensively inland into the Seaton Valley area, there is an increasing need for additional spatial planning. Indicative roads, walkways and reserves are identified in many locations. However there is an opportunity to establish a wider community vision that could include areas for restoration and revegetation.</p> <p>The FDS also identifies a potential new commercial area broadly in the vicinity of the intersection of Māpua Drive and Seaton Valley Road. This should also be investigated further through the plan review process.</p> <p>With the considerable growth in this area, there will be a need for additional services and facilities.</p> <p>Recommend that as part of this review, the community is consulted about planning issues and priorities for their settlement and the policy set is reviewed after feedback has been received.</p> <p>There has been an increase in the information available regarding cultural heritage sites and the extent of the pre-European occupation. A key recommendation for Mapua/Ruby Bay is the provision of further cultural heritage precincts and greater information about the sensitivities.</p> <p>The individual policies are assessed below with recommendations for the TRMP review.</p>	
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**(c) Assessment of Māpua/Ruby Bay Policies**

<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.15.3.1</b></p> <p>To maintain and enhance the character of Māpua by accommodating growth within specified limits on the surrounding hill land and in such a way that it retains its village scale, its heritage and natural vegetation and wildlife features.</p>	<p>These outcomes are only moderately to weakly implemented through the TRMP rules.</p> <p>The outcomes may be partly implemented through zone decisions. However the matters of ‘village scale’ ‘heritage and natural vegetation features’ are policy aims not well delivered by specific or particular rules. Instead the outcomes rely on general application of rules and decisions giving effect to this policy.</p> <p>The pattern of growth to date around Māpua reflects this policy. Residential growth is occurring inland of Māpua along Māpua Drive. The central village area of Māpua remains at a village scale. Development of the Commercial zoned land at the remediated old Fruitgrowers site will expand the scale of the commercial activity in the settlement.</p> <p>Council staff have identified pressure for resource consents for commercial activities in the residential areas around the Wharf commercial area etc. This policy seeks growth “within specified limits”. The creep of businesses into residential areas (e.g.</p>	<p>Retain with updates</p> <p>It is recommended to provide a clearer vision of the character and values of Māpua and Ruby Bay.</p> <p>Rules should be developed that give effect to achieving this outcome.</p> <p>Consider providing clearer policy that discourages commercial activities outside of commercial zone areas in the Mapua Wharf area so as to avoid the creep of commercial activities into the residential areas.</p>

Policy	Assessment	Recommendation for review
	<p>along Iwa Street) can adversely affect the village feel and residential amenity. This is particularly relevant along Iwa and Tahī Streets.</p> <p>Natural vegetation and wildlife features are not specified, but the settlement retains significant greenery and open space that loosely supports these outcomes.</p>	
<p><b>6.15.3.2</b></p> <p>To accommodate rural residential growth at Ruby Bay on the hill slopes above the Bay to retain a transition between urban and rural landscapes and to avoid exacerbating the risks from coastal erosion, inundation and the loss of archaeological sites on the coastal plain.</p>	<p>Rural residential zoning is in place on the hillslopes identified. These should have the desired outcome of allowing for development on more elevated areas.</p> <p>However, the Future Development Area has identified that Seaton Valley Road may be a location where residential density development may instead be appropriate. Any expanded residential area would need to be tested through the plan making process. Any such change would likely still result in a rural-residential halo that would retain a transition.</p>	<p>Retain with updates</p> <p>This policy will need to be updated to reflect new residential growth areas.</p> <p>Either the policy should be expanded to cover areas such as Seaton Valley, or else a new policy should be developed to differentiate between the hills directly behind Ruby Bay, and Seaton Valley.</p>
<p><b>6.15.3.3</b></p> <p>To provide improved management of the cross-boundary effects of buildings and structures on the Ruby Bay flats.</p>	<p>The Staff Assessment Report for PC22 identifies that <i>“Policy 6.15.3.3 seeks to improve the management of the cross-boundary effects between residential buildings on the Ruby Bay flats where the previous Rural 1 Zone rules provided no daylight over and around rules and no coverage for dwellings on sites 4000 square metres or less.”</i></p> <p>With the fundamental changes to the zoning that occurred, as well as the opportunity to revisit policy and rules for Ruby Bay it is considered that this policy will be unnecessary.</p>	<p>Delete</p> <p>With changes to zones and rules, this policy is no longer necessary.</p>
<p><b>6.15.3.4</b></p> <p>To maintain Māpua wharf and its historic wharf buildings as a vibrant and active visitor destination, incorporating the eastern part of the ex Fruitgrowers Chemical Company site to provide for a limited extension of visitor attractions that complements the historic and low key maritime atmosphere and</p>	<p>The Māpua wharf area has developed into a vibrant and active destination, and is therefore achieving this policy.</p> <p>Part of the ex Fruitgrowers Chemical Company site is zoned Commercial and therefore remains available for use. Significant development of this area has not yet occurred.</p>	<p>Retain with updates</p> <p>This policy appears appropriate and effective.</p> <p>However, a further issue that can be anticipated and should be considered is providing policy guidance that directs the extent to which development in the wharf area can spread. It can be anticipated that over time as the wharf area develops there may be pressure for development into the</p>

Policy	Assessment	Recommendation for review
enhances public access to and along the foreshore.	Access to and around the foreshore is available at most stages of the tide.	more residential areas of Iwa Street and Tahi Street. It may be that policy should not encourage development outside of the commercial areas.
<p><b>6.15.3.5</b></p> <p>To develop and extend the Māpua commercial area as the retail and community facilities centre and integrate it with the development of the adjoining reserve, particularly in respect of parking, landscaping and ensuring a safe traffic environment on Aranui Road</p>	<p>Some development of the village commercial area in the village centre has occurred. However, the commercial, community and retail activities within the commercial zone have been static for some time. There is room for the expansion within the existing zoned area, but currently the landowners do not seem to be taking up the opportunity.</p> <p>Ongoing improvements have been made to the reserve area and there is currently a moderate level of interaction between the commercial area and the reserve. The level of interaction could be enhanced through redevelopment of certain sites.</p>	<p>Retain with updates</p> <p>The policy remains appropriate. It may be that there may be other tools or incentives can be introduced to enable further village development.</p> <p>The village character of Māpua is very important. Therefore it may be that additional urban design outcomes should be introduced into the policy framework to ensure that good quality design outcomes are implemented.</p>
<p><b>6.15.3.6</b></p> <p>To avoid new buildings on those parts of the coastal margins, Māpua channel entrance, and Ruby Bay/Te Mamaku cliffs which are most at risk from erosion, slips and inundation</p>	<p>This outcome is implemented through effective rules, particularly the Rural 1 Coastal and Residential Closed zones.</p> <p>It is recommended that the extent of these zones be re-examined and updated based on the Council's coastal hazard assessment work.</p>	<p>Retain</p> <p>Further consideration should be given to how easily relocatable buildings, tiny homes, container homes, accommodation units within these coastally threatened areas should be treated. It may be that there is an appropriate threshold within which relocatable structures may be enabled.</p>
<p><b>6.15.3.7</b></p> <p>To identify a Coastal Risk Area between Māpua and Ruby Bay where all subdivision and development will be limited to avoid the long-term adverse effects of coastal erosion and inundation</p>	<p>This outcome is implemented through effective rules, particularly the Rural 1 Coastal and Residential Closed zones.</p> <p>It is recommended that the extent of these zones be re-examined and updated based on the Council's coastal hazard assessment work.</p>	<p>Retain with updates</p> <p>This policy remains relevant but should be updated to reflect that the coastal risk area is now in place and should be maintained and regularly re-evaluated to ensure it is appropriate.</p> <p>There are also likely to be other changes and requirements arising from the Council's current workstream on coastal hazard.</p>
<p><b>6.15.3.8</b></p> <p>To create a highly connected network of open spaces and local and regional accessways through and around Māpua</p>	<p>This policy is in the process of being effectively implemented, and is providing good outcomes.</p> <p>The policy relies on implementation through subdivision and on the NTLDM. Council implementation is</p>	<p>Retain</p>

Policy	Assessment	Recommendation for review
and Ruby Bay that encourages people to walk and cycle	also necessary to create necessary linkages.	
<p><b>6.15.3.9</b></p> <p>To retain a natural buffer between the edge of the Waimea estuary, the coastal vegetated gullies and scarps and surrounding land use</p>	A natural buffer remains in place and is protected by indicative reserves and QEII covenants	<p>Retain with updates</p> <p>There are some opportunities for residential development on the south side of Higgs Road. However, at this stage the opportunities have not been identified as progressing under the Future Development Strategy.</p> <p>The policy could be updated to be more specific about whether development is to be avoided, or whether 20 metre esplanade reserves are sufficient to achieve this policy.</p>
<p><b>6.15.3.10</b></p> <p>To ensure streets are well connected to reduce travel distances for vehicle, cycle and pedestrian traffic in Māpua and Ruby Bay</p>	Streets are well connected, and future streets (identified by indicative roads on the planning maps) provide for a well-connected pattern.	Retain
<p><b>6.15.3.11</b></p> <p>To encourage heavy industrial activities to locate outside the Māpua township and to enable a modest extension of the Warren Place business area as a light industrial park based on principles of waste minimisation and sustainable energy</p>	<p>A Rural 1 deferred Light Industrial zone is identified as an extension for Warren Place.</p> <p>It is unclear what the principles of waste minimisation and sustainable energy are given that there are no particular rules that limit businesses to these activities.</p> <p>Also the reference to “heavy” industry is not helpful as the zone proposed is for light industry.</p>	<p>Retain with updates</p> <p>Remove the reference to heavy industrial. Refine the purpose of this zone with regard to “waste minimisation and sustainable energy”. Either provide a rule pathway or remove reference.</p>
<p><b>6.15.3.12</b></p> <p>To minimise stormwater runoff through catchment-wide management and utilize low impact stormwater design, where practicable, that provides for stormwater as well as open space and recreational needs</p>	This policy covers concepts that are addressed within the TRMP through rules. However, it relies on general subdivisions and NTLDM to implement, and it’s less clear how each aspect will be required. The relationship and strength of discharges rules to this policy is less clear.	Retain with updates; or consolidate with district wide policy
<p><b>6.15.3.13</b></p> <p>To enable a range of housing types that meet different household needs such as for more energy-efficient housing and for smaller households</p>	<p>A range of housing types is available through the standard and compact residential rules in the TRMP.</p> <p>It is likely that the NPS-UD will influence policies such as this.</p> <p>There are no as-of-right intensive development options for Māpua.</p>	<p>Retain with updates; or consolidate with District wide policy.</p> <p>The need for smaller housing typologies, more intensive development areas and tiny homes be investigated to determine whether appropriate.</p>

Policy	Assessment	Recommendation for review
<p><b>6.15.3.14</b></p> <p>To develop and maintain high quality, enduring public spaces both at the water's edge and within Māpua</p>	<p>This policy is valuable and will need to be adjusted as the residential area of Mapua expands</p>	<p>Retain</p> <p>Consider expanding the scope to cover the growing area of Mapua (e.g. Seaton Valley).</p>
<p><b>6.15.3.15</b></p> <p>To provide specific management of land disturbance at the Māpua waterfront park site, the ex landfill site and adjacent creek, and Tahi Street roadway</p>	<p>This policy is for a specific purpose related to the remediation of contaminated land.</p>	<p>Retain</p> <p>The presence of rehabilitated land will be a trigger for a resource consent for any land disturbance in the future.</p> <p>The policy should also be reflected in the land disturbance rules.</p>
<p><b>6.15.3.16</b></p> <p>To defer development in areas where services require upgrading and to indicate an area on the southwest side of Seaton Valley Road where very long-term development beyond 2031 could take place</p>	<p>These infrastructure upgrades are being progressed and ultimately much of the land on the south-western side of Seaton Valley Road will be available for development.</p> <p>The Future Development Strategy identified Seaton Valley as a location where significantly more intensive development could occur (residential density rather than rural residential).</p>	<p>Retain with updates</p> <p>If residential density is to be supported in Seaton Valley then development should be enabled sooner. The policy should be updated to reflect the potential for more rapid growth once the infrastructure is in place.</p>
<p><b>6.15.3.17</b></p> <p>To ensure a high quality visual experience and a gateway environment on the Māpua Drive route from the Ruby Bay bypass (Te Mamaku Drive) to Māpua</p>	<p>No particular gateway experience has yet been provided. Planting and open space areas at Dominion Flats has provided some natural values. A sculptural work has also been constructed.</p> <p>Housing along the ridgeline (Frielich) does not provide any particular gateway.</p>	<p>Retain</p>

### 3.17 Chapter 6.16 – Brightwater

Brightwater - Overview	Rating
<p><b>(a) Introduction</b></p> <p>Brightwater has a growing population and opportunities for new residential and commercial development. The town is also subject to a number of natural hazards. The Tasman Great Taste Trail has, in recent years, been constructed alongside the town. A range of significant infrastructure investments are currently being planned by the Council.</p> <p><b>(b) Growth</b></p> <p>The population of Brightwater is projected to increase from 2,076 in 2018 to 2,412 in 2028 and then to 2,737 by 2048. The proportion of the population aged 65 years and over is projected to</p>	<p>N/A.</p>

<p>increase from 15% in 2018, to 29% by 2043. The average household size is projected to decrease from 2.8 people per household in 2018 to 2.5 people per household by 2043.</p> <p><b>(c) Policy Set</b></p> <p>As stated previously, Brightwater has recently been subject to Plan Change 57. PC57 was comprised of an almost full deletion and replacement of the issues, policies, methods and explanation. With PC57 becoming operative in 2018 the provisions are relatively new and too recent for an evaluation to be necessary or appropriate.</p> <p>Some amendments will be required to Brightwater’s policy guidance as a result of the Future Development Strategy. Issues around water supply and stormwater are relevant for uplifting deferred zonings.</p> <p>There are particular flooding rules that relate to sites in Brightwater. This is an inconsistent way of dealing with flood hazard through the TRMP. The treatment of flood hazard rules should be standardised across the Plan.</p>	
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### 3.18 Chapter 6.17 – Wakefield


Wakefield - Overview	Rating
<p><b>(a) Introduction</b></p> <p>Wakefield has a growing population and opportunities for new residential and commercial development. The town is also subject to a number of natural hazards. The Tasman Great Taste Trail has, in recent years, been constructed alongside the town. A range of significant infrastructure investments are currently being planned by the Council.</p> <p><b>(b) Growth</b></p> <p>The population of Wakefield is projected to increase from 2,096 in 2018 to 2,370 in 2028 and then to 2,562 by 2048. The proportion of the population aged 65 years and over is projected to increase from 15% in 2018, to 32% by 2043. The average household size is projected to decrease from 2.8 people per household in 2018 to 2.5 people per household by 2043.</p> <p><b>(c) Policy Set</b></p> <p>As stated previously, Wakefield has recently been subject to Plan Change 58 and then the follow up Plan Change 65. PC58 was comprised of a full deletion and replacement of the issues, policies, methods and explanation. With PC58 only becoming operative in 2017 the provisions are relatively new and too recent for an evaluation to be necessary or appropriate.</p> <p>Nevertheless, it is useful to briefly comment on several of the policies that were introduced through PC58.</p> <p><b>Recommendations</b></p> <p><b>Policy 6.17.3.5</b> – <i>“To monitor the condition of protected trees and manage the schedule in the Plan accordingly.”</i></p> <p><b>Policy 6.17.3.6</b> – <i>“To facilitate the maintenance and protection of historic heritage places listed in the Plan.”</i></p> <p>These policies do not seek anything that would not ordinarily be done by the Council in any location within the district. They are inappropriate as a specific policies applying to just one settlement. To the extent that such policies are necessary, they should apply to the entire district and be integrated with the appropriate general policy set rather than this specific settlement.</p>	N/A



<p>Generally, the specific settlement policies should identify matters that are of particular or specific relevance for that settlement.</p> <p><b>Policy 6.17.3.7</b> – <i>“To encourage a diversity of lot sizes and a range of housing forms to facilitate well-designed, lower cost housing development close to the village centre.”</i></p> <p>The Future Development Strategy has further investigated the appropriateness of intensification of certain settlements, including Wakefield. Some matters contained in this policy repeat more general policy guidance for all urban centres. This policy should be reviewed in light of the intention for intensification of the Wakefield centre to ensure that it is still appropriate and reflective of Council and community intentions.</p>	
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### 3.19 Chapter 6.18 - Murchison

Murchison - Overview		Rating
<p><b>(a) Introduction</b></p> <p>Murchison is a rural town providing services for the farming and tourism industries. The town is relatively flat and constrained on two sides by rivers. The northern part of the settlement is at risk from riverbank erosion by the Buller River. The central part of the settlement is at risk from stormwater flooding, as evidenced by the 2010 rainfall event.</p> <p><b>(b) Growth</b></p> <p>Between 2018 and 2028, Murchison’s population is projected to remain unchanged. However, population projections will be updated following the 2018 Census to reflect any significant population changes since the 2013 Census. Murchison’s population is estimated to have grown by 2% a year on average since 2013 which was significantly higher than projected.</p> <p><b>Policy Set</b></p> <p>The set contains no objectives and only two policies. These are commented on below.</p> <p>Through the Future Development Strategy submission was made suggesting that there is the potential for additional growth in Murchison. There is demand for residential land, and also additional Commercial Zone land in the CBD. Some of this growth has been based on the passage of traffic following the Kaikoura earthquake, and some due to the growing tourism industry.</p> <p>Servicing constraints with the deferred zone land in Murchison has meant areas for growth have not been developed. There is pressure to enable further growth and increase housing options in and around Murchison.</p> <p>A comprehensive review of the issues that are relevant to the settlement is recommended. Additional Commercial and Industrial Zone areas should be investigated.</p>		Achieved
<p><b>(d) Assessment of Murchison policies</b></p>		
Policy	Assessment	Recommendation for review
<p><b>6.18.3.1</b></p> <p>To restrict land uses at the northern end of Fairfax and Grey streets to rural purposes to minimise possible loss</p>	<p>This land has been retained as Rural 2.</p>	<p>Retain</p> <p>Assuming that the erosion risk remains unchanged then it is appropriate to keep this policy.</p> <p>Consideration should be given to how restrictive this policy should</p>

Policy	Assessment	Recommendation for review
of assets in an area at risk from riverbank erosion by the Buller River		be. There may be value in expanding the industrial zone area towards the north behind the petrol station.
<p><b>6.18.3.2</b></p> <p>To provide additional public parking areas for the commercial area of Murchison</p>	<p>The Transportation Manager has advised that a car park with 19 spaces has been provided and that there is no need or intention for further public car parking in Murchison.</p> 	<p>Delete</p> <p>This parking has been provided and the policy is therefore unnecessary.</p>

## 3.20 Chapter 6.19 - Best Island

### 3.20.1 Internal Consistency of provisions

One of the two policies has a non-plan implementation implication (6.19.3.1) and the other, although specific, relies on general rules for implementation.

The set does not address hazard and coastal character and amenity issues, which you might expect, being a low-lying coastal settlement.

### 3.20.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.20.3 Effectiveness and Efficiency

Best Island	Rating
<p><b>(a) Introduction</b></p> <p>Best Island is a small historical settlement consisting of a small residential area, a farm and a golf course. Road access to Bell Island on which the Nelson regional sewage plant is located crosses Best Island. Best Island has ongoing development constraints relating to legal access to properties and to odour from the sewage plant.</p> <p>A main issue for the small coastal settlement of Best Island, as at 1996, has been the provision of adequate legal access, i.e. the lack of a formed legal road to most properties in the Residential zone and lack of 24 hour water access due to tidal movements. Recent court decisions have declined applications for further residential development on the basis of the NZCPS and inadequate access. A May 20202 update informs that a recent change in landownership is providing an opportunity to remedy this issue.</p>	<p>Achieved in part.</p>

<p>The extent of inundation on properties located on the coastal margin is likely to increase with sea level rise.</p> <p>The Residential zone, currently consisting of about 25 dwellings, is unlikely to grow due to these constraints.</p> <p><b>(b) Growth</b></p> <p>The settlement is not considered a growth area and is not assessed for growth in the triannual LTP growth model.</p> <p><b>(c) Policy Set</b></p> <p>The policy set has not been amended since the inception of the Plan, nor has the community been consulted about settlement issues and future direction.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>As part of this review process, the community is consulted about planning issues and priorities for their settlement, including future direction. After feedback has been received, the policy set is reviewed and updated.</li> <li>On review, update the issues and include a policy that: (i) recognises the constraint of inadequate access (if not resolved) and risk of inundation due to the low level of the island, and (ii) limits or closes the opportunity for further urban development on the island for that reason.</li> </ul> <p>Alternatively:</p> <ul style="list-style-type: none"> <li>Consider whether Best Island requires its own policy set given its current capacity and its constraints to further development.</li> </ul>		
<p><b>(d) Assessment of Best Island Policies</b></p>		
Policy	Assessment	Recommendation for review
<p><b>6.19.3.1</b></p> <p>To provide formed legal road access to the Best Island settlement</p>	<p>Not achieved at time of writing this report.</p> <p>A May 20202 update informs that a recent change in landownership is providing an opportunity to remedy this issue.</p>	<p>Review appropriateness of policy given the inundation constraints to development.</p>
<p><b>6.19.3.2</b></p> <p>To avoid remedy or mitigate any adverse effects of residential development on the present rural character of Best Island</p>	<p>Limited residential development due to limited legal access and risks of inundation. Island has limited rural character</p>	<p>Due to limited rural character, review the need for this policy.</p>
<p>Policy gap</p>		<p>On review, include policy that: (i) recognises the risk of inundation due to the low level of the island, and (ii) limits the extent of or closes the island to further urban development for this reason.</p>

## 3.21 Chapter 6.20 – Tapawera

### 3.21.1 Internal Consistency of Provisions

Those policies with implications for development regulation through rules appear fairly well connected. There are a number of non-plan policies, with Council-community implications. Again, it's questionable that the Plan is the best place for these project-based policies?

### 3.21.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.21.3 Effectiveness and Efficiency

Tapawera	Rating
<p><b>(a) Overview</b></p> <p>Tapawera is a small rural settlement, in the Motueka valley. In the past, the centre served the forestry industry. Today the settlement services the surrounding agricultural and horticultural land uses. Some of the surrounding land is of high productive value and needs to be protected. Forestry, hops, dairy, sheep and beef are predominant activities.</p> <p>Opportunities include further subdivision of zoned land, further redevelopment of sites such as the former Forest Headquarters site on the outskirts of Tapawera, commercial development associated with the consented Kohatu Motorsport Park, formation of Tasman's Great Taste Trail and increased investment in hops.</p> <p><b>Conclusion</b></p> <p>The settlement is well serviced, with a high degree of open space and reserve land, as well as school, shops and facilities. The town has potential for further residential development.</p> <p><b>(b) Growth</b></p> <p>The usually resident population has decreased from 317 residents in 2006 to 292 in 2018. The population is projected to increase from 292 to 299 in 2028 and then decline back to 292 by 2048. The proportion of the population aged 65 years and over is projected to increase from 17% in 2018, to 30% by 2043.</p> <p>Based on these demographic trends, the latest LTP growth modelling 2018 anticipates that the actual supply of residential and business development will generally meet demand.</p> <p><b>Conclusion</b></p> <p>To date, the uptake of residential sections in the town has been slow, but recently property interest in Tapawera has increased, possibly due to the drivers mentioned in the overview. Also the land currently zoned for further residential development is not being released to the market.</p> <p>FDS 2019 has earmarked a Rural 1 site on the southern edge of the town for residential development in preference to the already Residential zoned site on the northern development edge beyond Totara Street. The FDS site is productive land but lies close to main road and is less at risk from flood and debris flows.</p>	<p>On track to achieve</p>

**(c) Policy Set**

The planning issues need updating to reflect new opportunities that are likely to affect the future of Tapawera such as the development of the Kohatu Motorsport Park and formation of the Tasman’s Great Taste Trail.

The policy set has not been amended since the inception of the Plan.

The planning issues need updating to reflect new opportunities that are likely to affect the future of Tapawera such as the development of the Kohatu Motorsport Park and formation of Tasman’s Great Taste Trail.

The FDS 2019 consultation with the Tapawera community, however, did consider growth planning issues and options for the town.

**Conclusion**

By way of overall conclusion, the policy set has been effective but circumstances have changed and it needs updating.

**Recommendation**

As part of this review, the community is consulted about planning issues and priorities for their settlement and the issue and policy set are updated and reviewed after feedback has been received.

**(d) Assessment of Tapawera policies**

<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<b>6.20.3.1</b> To avoid, remedy or mitigate the effects of urban expansion on land of high productive value.	Policy achieved to date as no rural land taken for urban development since inception of TRMP. To date, the uptake of residential sections in the town has been slow, but recently property interest in Tapawera has increased, possibly due to the drivers mentioned in the overview. Currently zoned site is not being released to the market. FDS has earmarked a Rural 1 site on the southern edge of the town for residential development in preference to the already Residential zoned site on the northern development edge beyond Totara Street. The FDS site lies close to main road, is less at risk from flood and debris flows and the owner is interested in developing the site.	Delete policy as is general in nature and duplicated by P.6.2.3.3 OR Retain policy – but tailor to circumstances of Tapawera.
<b>6.20.3.2</b> To enable development of the former Forest Services headquarter site for industrial or business activities.	Site zoned for Light Industrial. Site is privately owned and has been partially reused over the years. So policy has been effective	Retain policy as it provides guidance regarding the use of the site.
<b>6.20.3.3</b> To encourage suitable landscape and design	Policy implementable on redevelopment of town centre through zone subdivision and land use/building construction rules (Chapter 16 and 17 rules) that are not specific to Tapawera.	Amend policy to align with general gateway policy for settlements

measures in the Tapawera town centre.		to be included in chapter 6.7.
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## 3.22 Chapter 6.21 - Tasman

### 3.22.1 Internal Consistency of provisions

Those policies with implications for development regulation through rules appear fairly well connected. There are a number of non-plan policies, with Council-community implications. Again, it's questionable that the Plan is the best place for these project-based policies?

### 3.22.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.22.3 Effectiveness and Efficiency

Tasman - Overview	Rating
<p><b>(a) Introduction</b></p> <p>Tasman is a small, low-lying rural village, on the southern edge of the Moutere Inlet surrounded by land of high productive value and lower value Moutere Clay hills. The lower part of Tasman is located on poorly draining Moutere clay soils. These soils pose a constraint on any increase in the density of development, unless significant infrastructure is supplied to service the settlement.</p> <p>Containment of urban development enables the continued use of the surrounding productive land.</p> <p>Historically, SH60 transected the village and had an adverse effect on Tasman centre in terms of traffic impacts and associated noise. Consequently urban development was contained on the west side of the main highway predominantly for safety reasons. The rerouting of the Coastal Highway, SH60 has removed this constraint.</p> <p>Today, the recently developed Great Taste Trail traverses Tasman and brings tourists to the settlement. Also, growth in the Rural 3 zoned area to the east of the settlement is changing its context and impacting on its social services such as the school.</p> <p><b>(b) Growth</b></p> <p>The Tasman usually resident population has increased from 116 residents in 2006 to 204 in 2018. The population is projected to increase from 204 to 215 in 2028 and to 220 by 2048. The proportion of the population aged 65 years and over is projected to increase from 18% in 2018, to 38% by 2043.</p> <p>Based on these demographic trends, the latest Tasman growth model (2018) anticipates that the actual supply of residential lots will meet demand and no new rezoning of land is required. The existing infrastructure is fit for purposes and no major upgrades are required. Council provides a rural residential road network and stormwater services to the settlement. It is self-servicing for water and wastewater. Improvements to the Mariri Resource Recovery Centre which serves Tasman and the surrounding area are planned over the next 10 years.</p>	Achieved

<p>Tasman has potential for further growth. However, proposals for further residential or urban development are not pursued due to the constraints on further unserved (wastewater) development, or, alternatively, the high cost of providing network services to settlement.</p> <p><b>(c) Policy Set</b></p> <p>The policy set has not been amended since the inception of the Plan, nor has the community been consulted about settlement issues and future direction.</p> <p>In summary, the policy set has been effective but needs updating.</p> <p><b>Recommendations</b></p> <p>Update the issue and policy set to acknowledge the change in the Coastal Highway route.</p> <p>As part of this review, consult the Tasman community about planning issues and priorities for their settlement, including future direction. After feedback has been received, update the policy set.</p>		
<p><b>Assessment of Tasman policies</b></p>		
<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.21.3.1</b></p> <p>To remedy the existing effluent overflow and groundwater contamination problems.</p>	<p>Achieved in so far as the Waste Water Management Area (WMA) applies to the settlement.</p>	<p>Policy assessed with Regional Plan (Chapter 33.4).</p>
<p><b>6.21.3.2</b></p> <p>To avoid remedy or mitigate the adverse effects of urban development on land of high productive value.</p>	<p>Achieved in so far as zoned urban area has not expanded.</p>	<p>Delete policy as is general in nature and duplicated by P.6.2.3.3.</p> <p>OR</p> <p>Retain policy –and tailor to circumstances of Tasman.</p>
<p><b>6.21.3.3</b></p> <p>To contain the effects of urban development of Tasman to the western side of State Highway 60.</p>	<p>Policy achieved as Residential zoning and development contained to western side of road, no longer SH60, currently Aporo Road.</p> <p>Amend and update policy to address a new issue - the low level of land opposite the settlement on eastern side of Aporo Road and potential risk of inundation.</p> <p>Consequentially amend issues and reasons.</p>	<p>Amend and update policy to address a new issue - the low level of land opposite the settlement on eastern side of Aporo Road and potential risk of inundation.</p> <p>Consequentially amend issues and reasons.</p>
<p><b>6.21.3.4</b></p> <p>To establish higher performance standards for the use of on-site disposal of domestic wastewater in the Tasman Special Domestic Wastewater Disposal Area.</p>	<p>Reference to SDSDA is incorrect.</p> <p>Policy achieved in so far as the Waste Water Management Area (WMA) applies to the settlement.</p>	<p>Policy assessed with Regional Plan (Chapter 36.1).</p> <p>Correct policy to refer to Waste Water Management Area (WMA) which applies to the settlement.</p>

## 3.23 Chapter 6.22 – Upper Moutere (Sarau)

### 3.23.1 Internal Consistency of provisions

This policy is strongly connected to the rules as the two policies relate back to general rules that can give effect to them.

### 3.23.2 Evidence of Implementation

Evidence of policy implementation is addressed in the settlement overview and policy specific assessment below.

### 3.23.3 Effectiveness and Efficiency

Upper Moutere (Sarau)	Rating
<p><b>(a) Overview</b></p> <p>Upper Moutere is a small rural community with an attractive setting on the rolling Moutere hills. Surrounding land is productive, with horticulture and agriculture dominating. The small urban centre contains commercial and industrial zones. A school and community hall facility are located in the settlement. The Moutere Highway transects the village.</p> <p>Few environmental constraints and hazards exist in Upper Moutere, other than the existence of Moutere clay soils which causes drainage difficulties and results in flooding. Poorly draining soils pose a constraint on any increase in density of development, unless significant infrastructure is supplied to service the settlement.</p> <p><b>(b) Growth</b></p> <p>The usually resident Upper Moutere population has increased from 152 residents in 2006 to 163 in 2018. The 2018 population is projected to increase to 176 in 2028 and to 185 by 2048. The proportion of the population aged 65 years and over is projected to increase from 16% in 2018, to 38% by 2043.</p> <p>The settlement is serviced for water by the Dovedale water supply scheme which is closed due to water quality and quantity issues. Planned projects relate to improving this supply. There is limited stormwater infrastructure in the settlement. Wastewater is self servicing. SDWDA applies to the Residential zone and both the settlement and adjacent Rural Residential area are located within a Surface Water Protection Yield Area. Improvements to the Mariri Resource Recovery Centre which serves Upper Moutere and the surrounding area are planned over the next 10 years.</p> <p>Based on these demographic trends, the latest Tasman growth model (2018) anticipates that the actual supply of residential lots will meet demand. Some new business lots are planned for the future.</p> <p>The FDS (2019) has earmarked an eastward extension to the existing Supplejack Valley Rural Residential zone for additional rural residential development. Currently that land is zoned Rural 2.</p> <p><b>(c) Policy set</b></p> <p>The policy set has not been amended since the inception of the Plan. The FDS 2019 consultation with the Upper Moutere community, considered growth planning issues and options for the town. Community feedback on growth options was mixed. Issues raised by the community included lack of servicing and provision of community footpaths and cycle ways.</p>	<p>Achieved.</p>



<p>Wastewater management and business growth are the issues underpinning this policy set.</p> <p>Although historic heritage values are identified as an issue, there is no specific policy acknowledging this value.</p> <p>In summary, the policy set has been effective.</p> <p><b>Recommendations</b></p> <p>As part of this review, consult the Tasman community about planning issues and priorities. After feedback has been received, update the policy set.</p> <p>Update the policy set to include proposals for growth (extension of rural residential zone) and to acknowledge community feedback (lack of network services).</p>		
<p><b>(d) Assessment of Upper Moutere policies</b></p>		
<b>Policy</b>	<b>Assessment</b>	<b>Recommendation for review</b>
<p><b>6.22.3.1</b></p> <p>To establish higher performance standards for the use of on-site disposal of domestic wastewater in the Upper Moutere Special Domestic Wastewater Disposal Area.</p>	<p>Policy achieved in so far as the SDWDA applies to the urban zoned land in the settlement.</p>	<p>Policy outcomes assessed with Regional Plan (Chapter 36.1) although policy achieved in so far as SDWDA applies to the urban zoned land.</p>
<p><b>6.22.3.2</b></p> <p>To consolidate new commercial development on the western side of the Moutere Highway and industrial development on the eastern side and within this area to promote traffic safety through control over parking and access and improvements to speed patterns.</p>	<p>Zones reflect policy intent.</p>	<p>Retain - no change needed.</p>

## Appendix 1: References

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Evaluation Report on the Effectiveness of the TRMP Policies relating to Rural Land Use and Subdivision, 2013.

## Appendix 2: Data relating to Residential Development in the District

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Table 2.1

Number of Lots less than 350 sqm in the Residential Zone in Richmond, Motueka and Māpua 1996 – July 2019 in context of Total Number of Lots			
Residential Zone Locations	Total number of lots in Residential Zone	Total number of lots in Residential Zone less than 350sqm in area	Percentage
Richmond	5,543	840	15%
Motueka	2,923	398	14%
Māpua	703	12	2%
<b>Total</b>	<b>9,169</b>	<b>1,250</b>	<b>14%</b>

Table 2.2

Number of Lots in the Residential Zone that contain One or Two Dwellings in Richmond, Motueka and Māpua 1996 – July 2019		
Residential Zone Locations	One dwelling	Two dwellings
Richmond	4,838	36
Motueka	2,566	24
Māpua	673	10
<b>Total</b>	<b>8,077</b>	<b>70 (0.9 %)</b>

**Table 2.3**

NOTE: **Data indicative only** (constraints relate to inconsistency of activity description within NCS)

<b>Number of Resource Consents granted for Medium Density Dwellings in Locations that specifically provide for them from Commencement of Plan Change in context of Building Consents granted for Dwellings</b>				
<b>Location</b>	<b>Sub Location</b>	<b>Resource Consents granted for denser development — intensive, compact or comprehensive</b>	<b>Comment</b> (Resource Consent data not picking up all. RCs should pick up subdivisions but haven't. A RC may be granted for many lots.)	<b>Building consents granted</b>
	<b>Richmond West Development Area</b> from 8 March 2014 to current date/30 July 2019 (Compact Density)	1	Also: (i) Arvida Retirement Village: 267 residential units (ii) 37 McShane Rd - The Fields:40 of 71 lots for denser housing - The Meadows: 471 lots, a small portion of which will be denser housing.	148
	<b>Richmond South Development Area</b> from 9 Oct 2010 to current date/30 July 2019 (Compact Density)	0	Also: (i) Olive Estate Retirement Village: 171 residential units (ii) Summers Way: 8 dwellings (iii) N-T Housing Trust complex: 8 dwellings (iv) 115-117 Gladstone Road: 8 dwellings	267
	<b>Richmond Intensive Development Area</b> from 1 Oct 2018 to current date/30 July 2019	5		5
	<b>Richmond Residential zone</b> from May 2014 (including RIDA, but excluding RSDA & RWDA)	10		470
Motueka	<b>Motueka West Compact Density Area</b> from 1 Feb. 2015 to current date/30 July 2019	101 higher density dwellings (RM10351)(?)		56
	<b>Motueka Residential Zone</b> (including MCD), from 1 Feb 2015 to current date/30 July 2019	2		176
Māpua	<b>Māpua Special Development Area</b> from 1 Feb. 2015 to current date/30 July 2019	0		5
	<b>Māpua Residential Zone</b> from 1 Feb. 2015 to current date/30 July 2019	0?		127

**Table 2.4**

<b>Plan Change Land Deferred for Services</b>				
<b>Plan Change</b>	<b>Made Operative</b>	<b>Effective Zone until Deferral Removed</b>	<b>Zone deferred</b>	<b>Area (ha) (Rounded)</b>
RSDA , PC5	2010	Rural 1	Part of area south of Hart and Bateup Roads for Residential	43
RWDA, PC10	2014	Rural 1	Areas notated F (minor part), G (most), and H on the planning maps for Light Industrial, ie South west of Borck Creek or McShane Road	57
			At the time of PC10, areas notated E and 1 on the planning maps were planned for a second stage of development, over a 45 year time horizon, so expected to be deferred until about 2030. Note: As a result of HASHAA approvals, North East of McShane Road, most zoning to change from Mixed Business and Light Industrial to Residential except for a multi owner strip adjacent to SH60.	
REDA, PC20	2012	Rural Residential and Rural 2	Upper ( South) Champion Road	22
Māpua/ Ruby Bay Development Area, PC22	2015		Stage 2 and southern areas - Mapua and Higgs Roads south and Korepo Road south, 29 Aranui Road for Residential and Rural Residential North of warren Place for Light Industrial	79
Motueka West Development Area, PC43 and area south of King Edward Street	2015		Area deferred at time of PC made operative, for Papakainga, Residential, Mixed Business and Light and Heavy Industrial development.	130
Brightwater PC 57	2015	Rural 1	Area deferred at time PC 57 made operative is still deferred, for Residential and Light Industrial development.	21
Wakefield PC65 and 58	2017	Rural 1 and 2	Bird lane and Higgins Road	14
Parts of Murchison	1996		For Residential	11
Part of Patons Rock	Plan inception	Rural 1	For Residential	12.
Marahau	Plan inception	Rural 1	For Residential and Tourist Services	10.

## Appendix 3: Zone Options for National Planning Standards

Options for accommodating Chapter 6 in the National Planning Standards			
TRMP Chapters/Areas	Options for alignment of TRMP and Planning Standards	NPS Domains	NPS Zones
Chapter 6: Urban environment effects	Urban Form and Development	Urban Form and Development	
<b>TRMP Zones</b>			
Rural Residential Unserviced	Large Lot residential	Residential zones	Large lot residential
Rural Residential Serviced	Low density residential		Low density residential
Residential	General residential		General residential
Medium density locations or areas within Residential zone (RRSDA, RWDA, RIDA, MSDA, MCDA)	Medium density residential		Medium density residential
			High density residential
Tourist services	Special Purpose Zone - Tourist Services	Commercial and Mixed use	Special Purpose zone
			Metropolitan centre
Central Business	Commercial - Town Centre		Town centre
			Local centre
	Commercial - Neighbourhood centre		Neighbourhood centre
Commercial	Commercial		Commercial
Mixed Business	Large Format Retail? <b>OR</b> Mixed Use?		Large Format Retail Mixed Use
Light Industrial	Light Industrial		Light Industrial
Heavy Industrial	Heavy Industrial	Industrial	Heavy Industrial
Rural Industrial	General Industrial <b>OR</b> Rural Industrial as a precinct/layer in General Industrial		General Industrial