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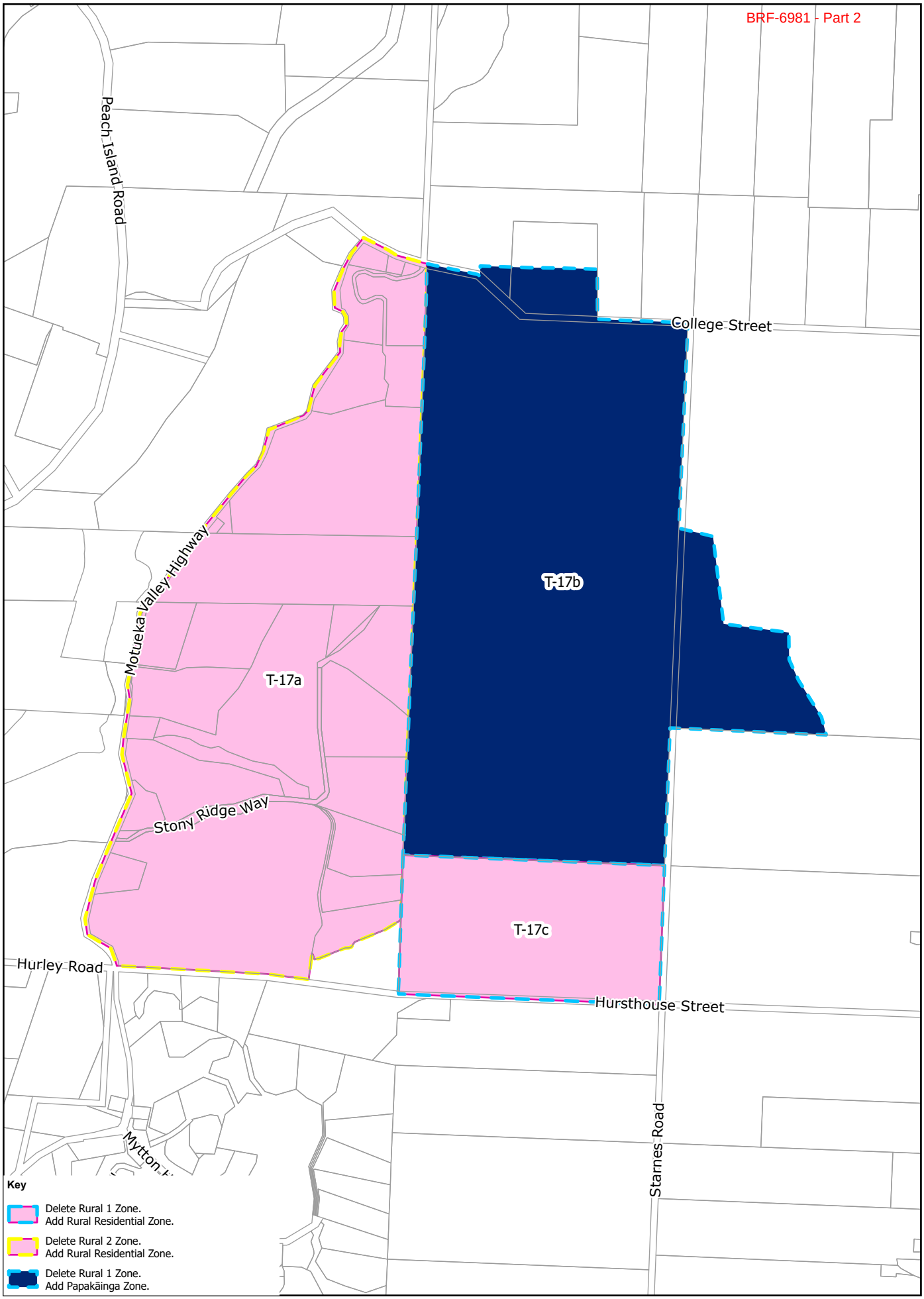
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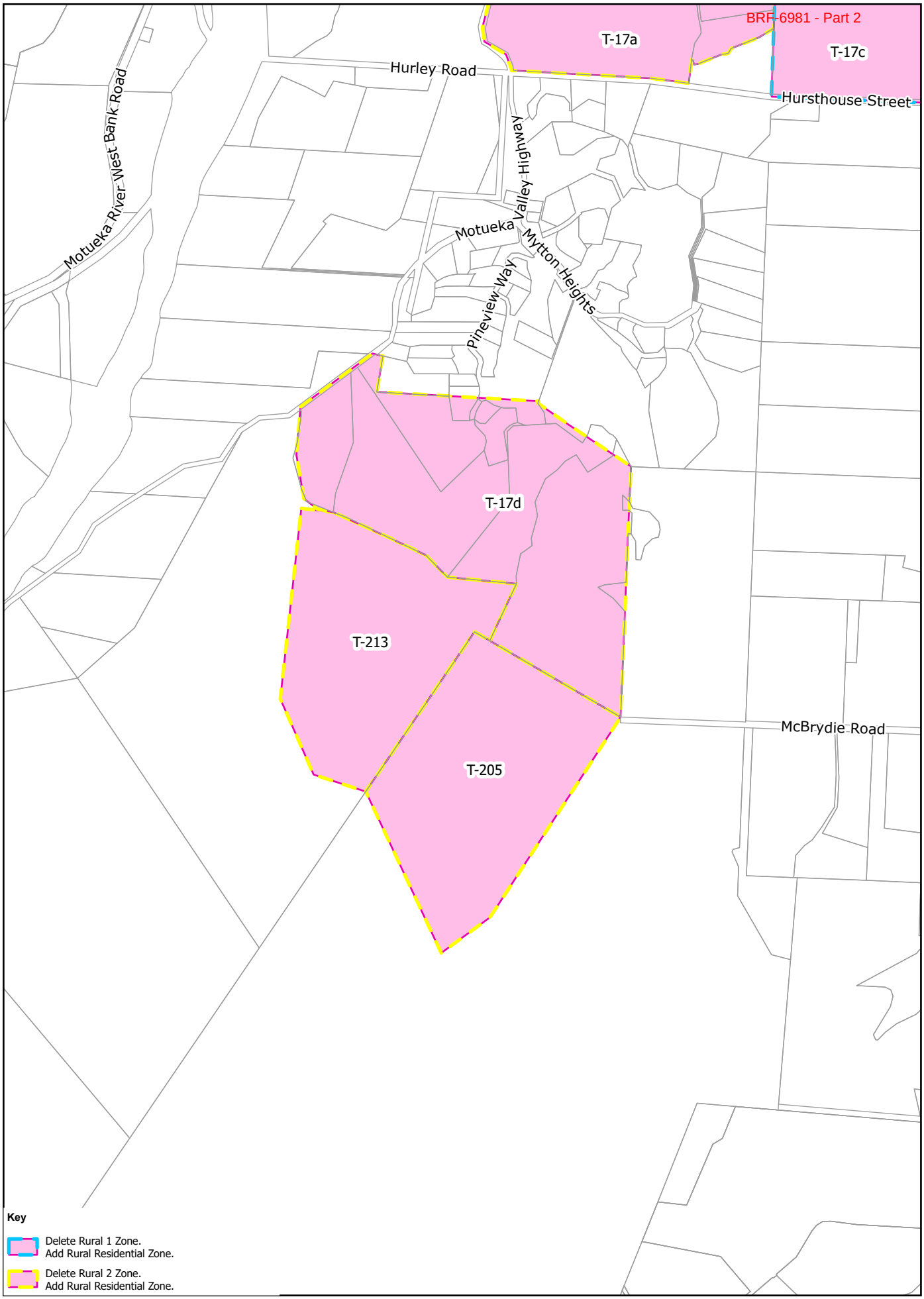
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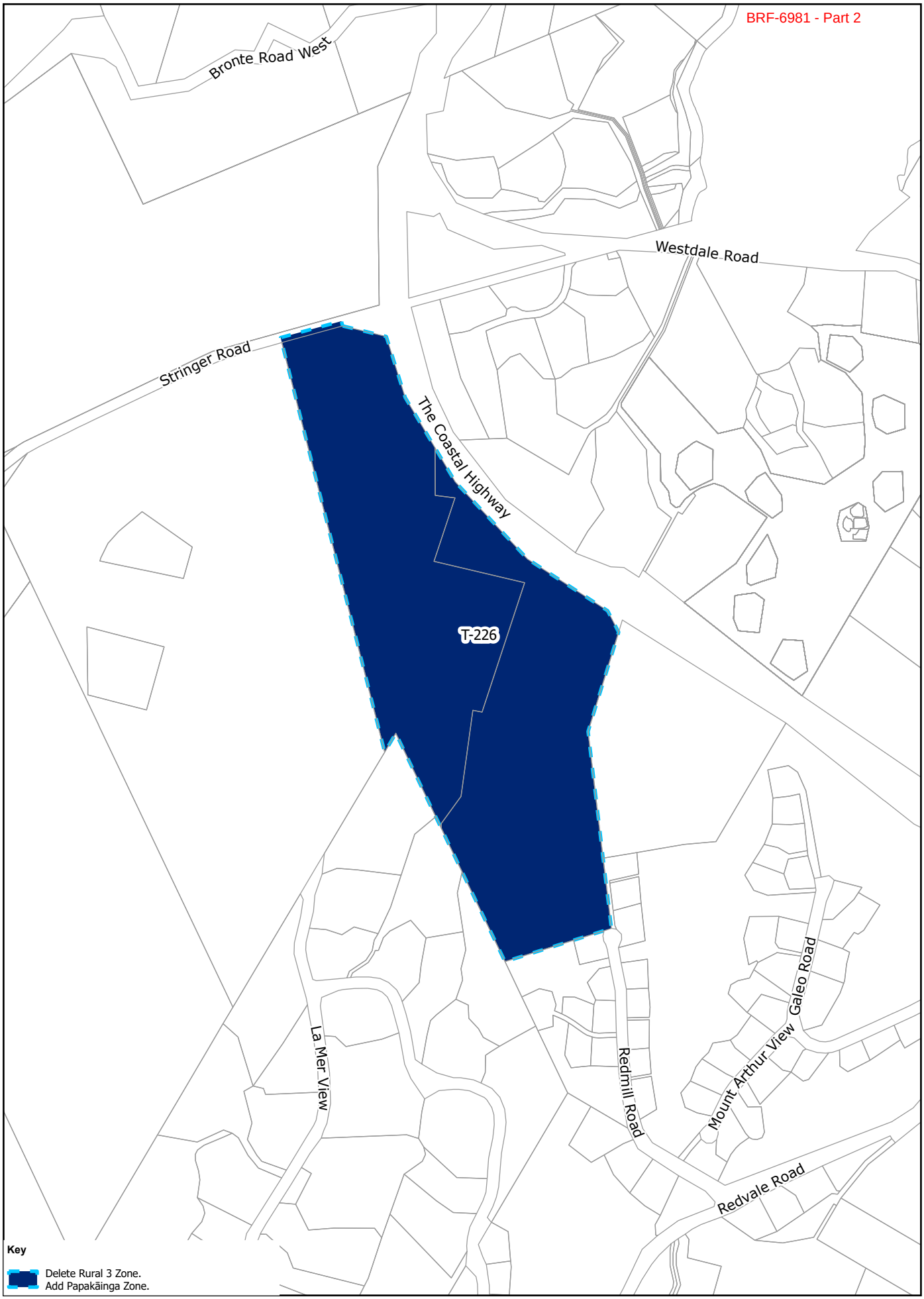
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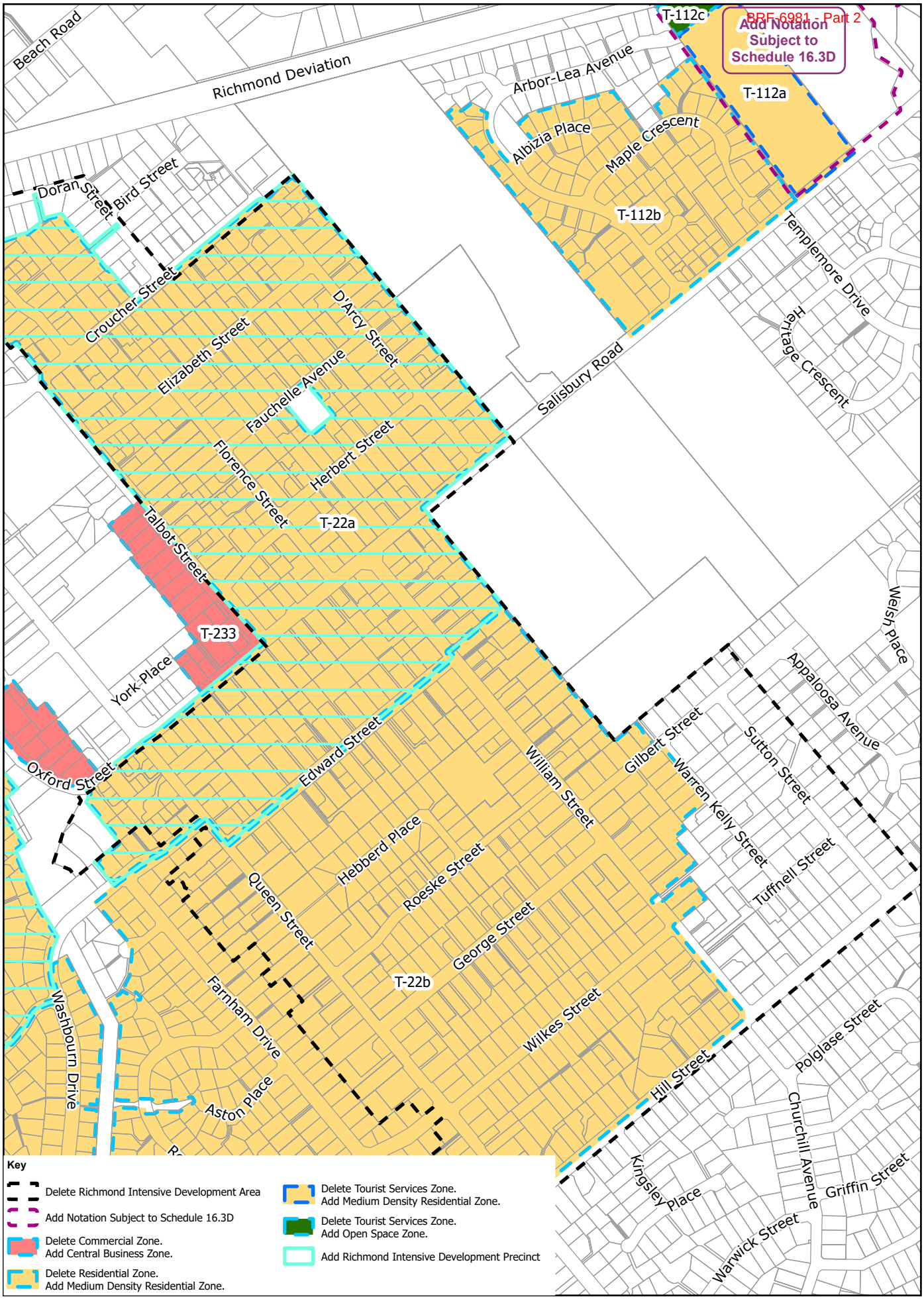
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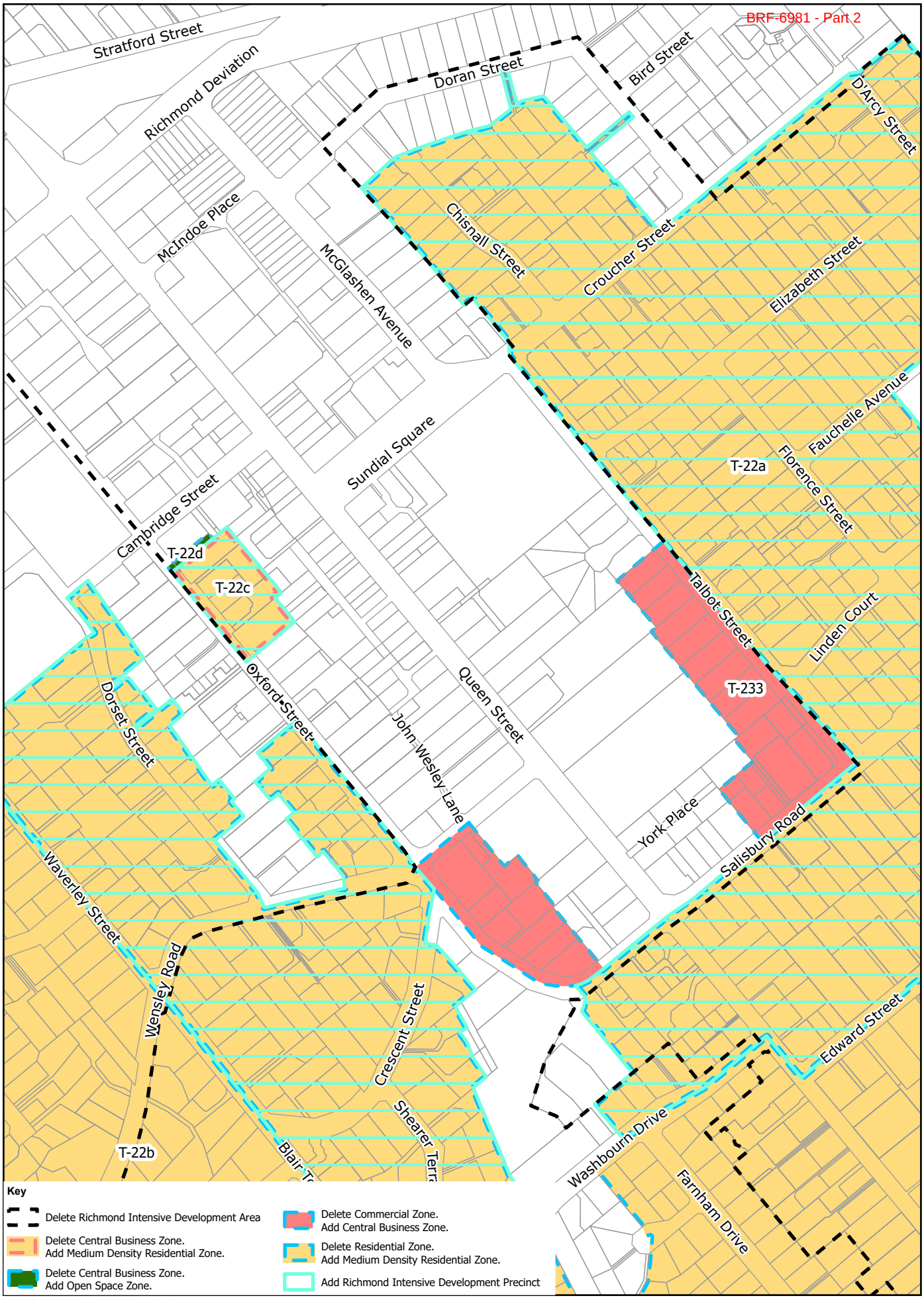
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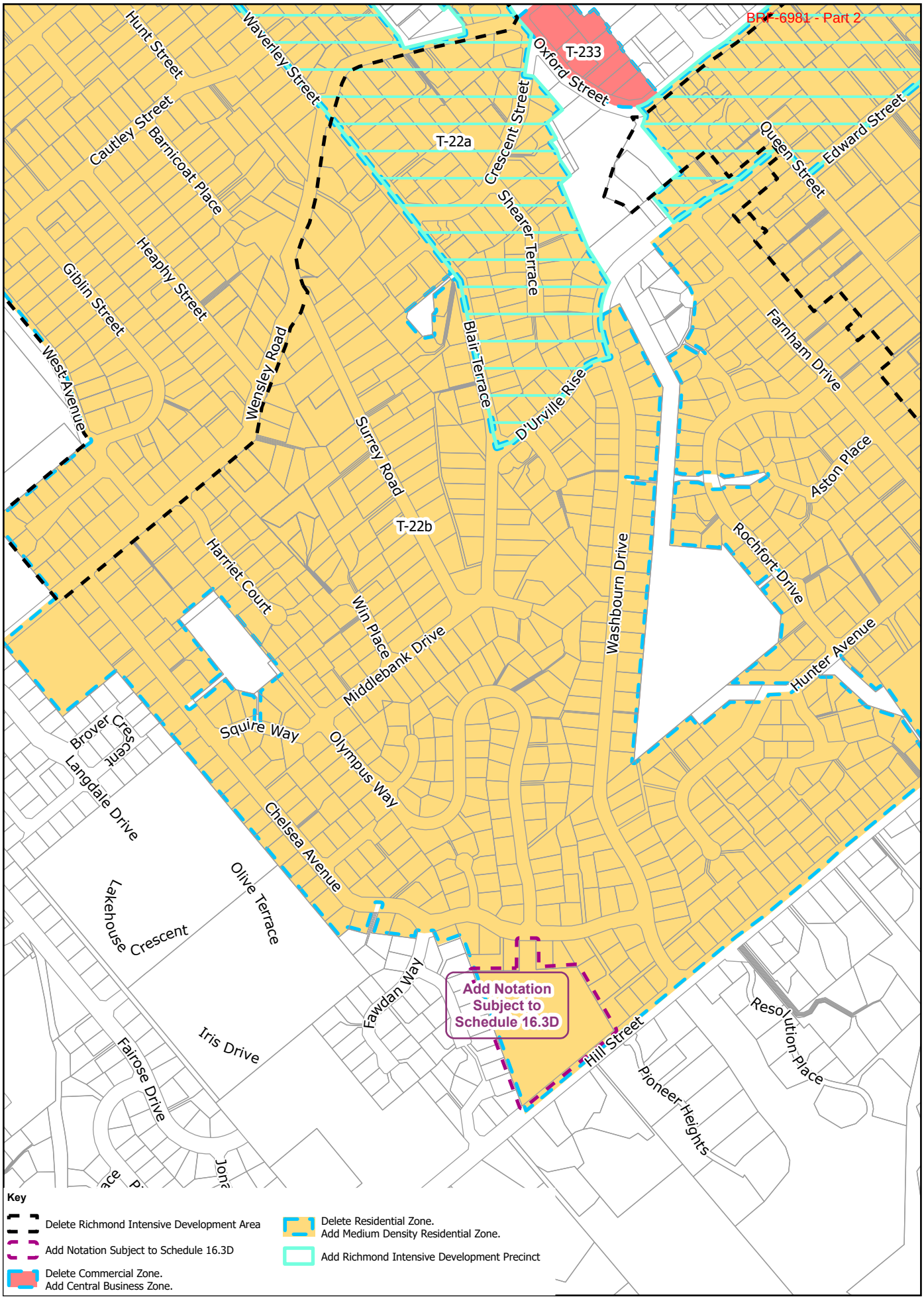
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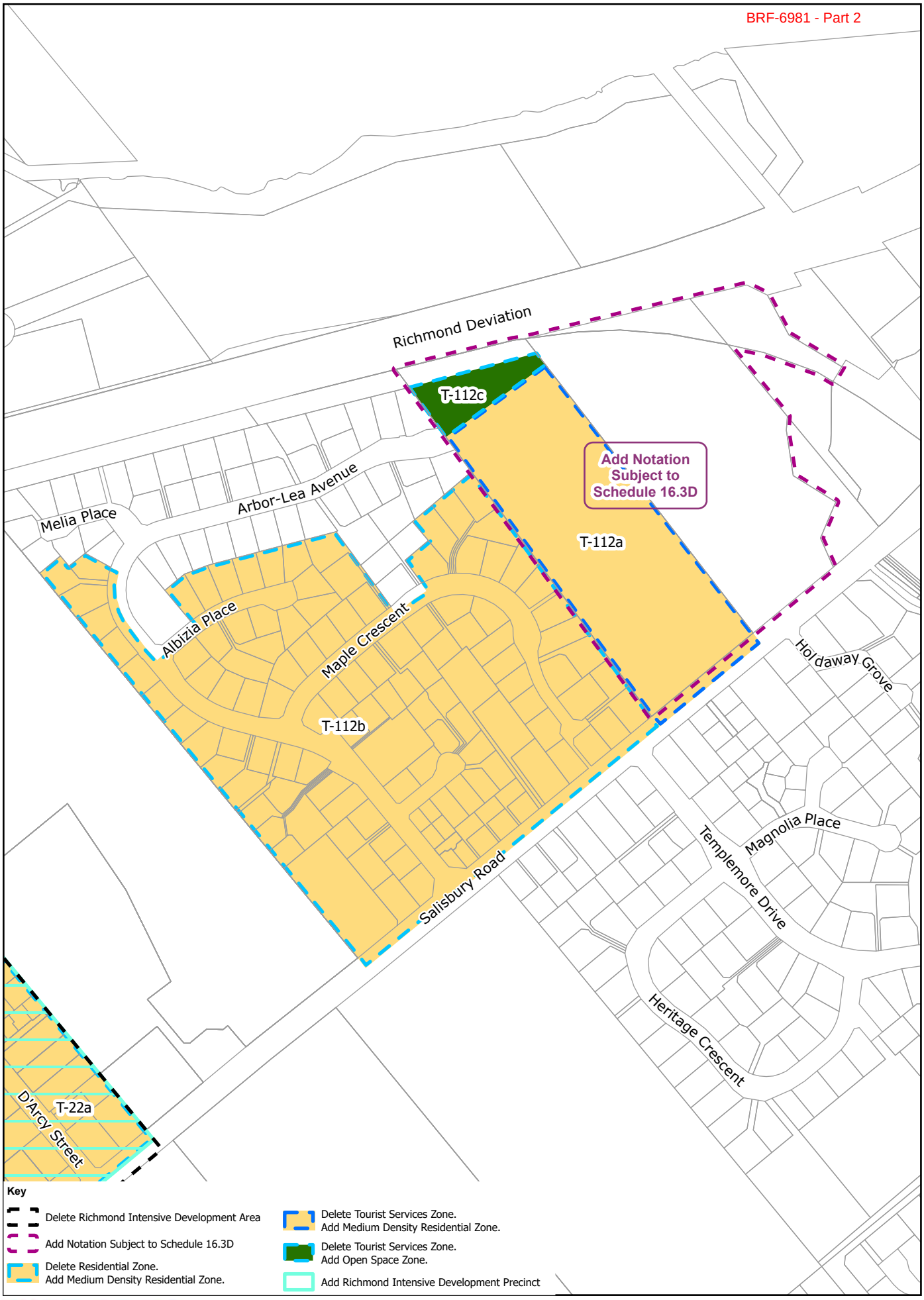
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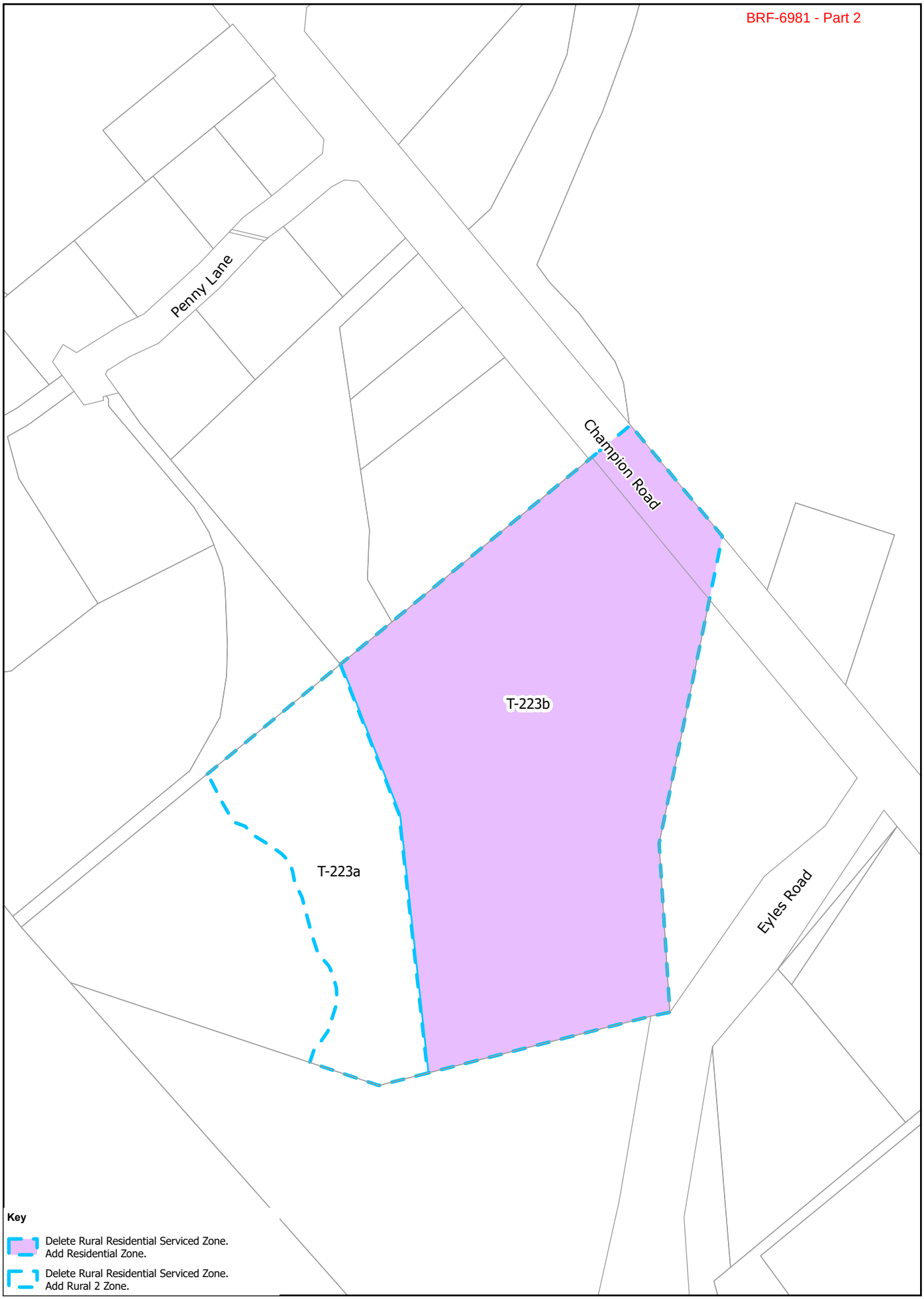
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Key

Delete Rural Residential Serviced Zone.
Add Residential Zone.

Delete Rural Residential Serviced Zone.
Add Rural 2 Zone.

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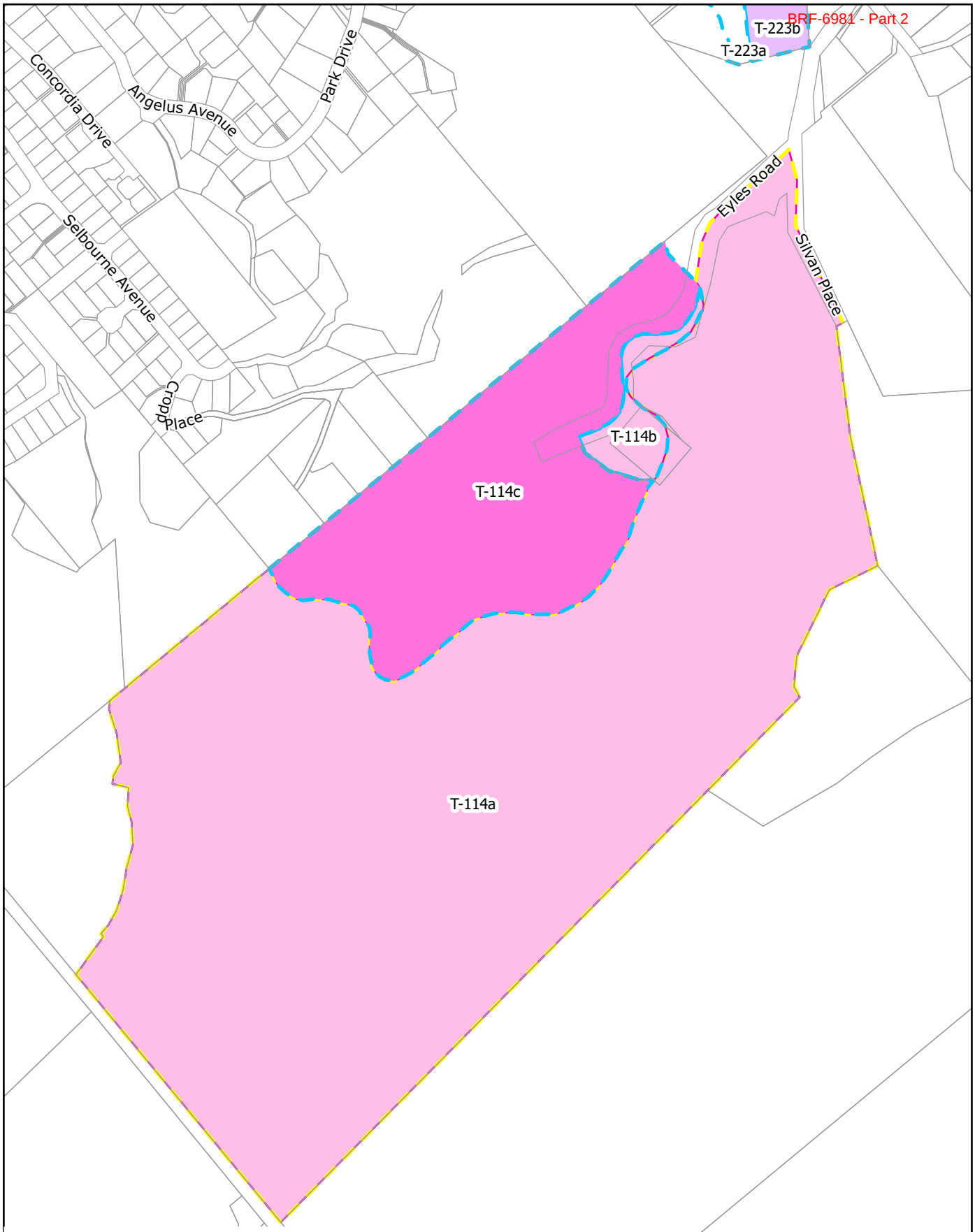
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Key

- Delete Rural 2 Zone. Add Rural Residential Zone.
- Delete Rural Residential Serviced Zone. Add Rural 2 Zone.
- Delete Rural 2 deferred Rural Residential Serviced Zone. Add Rural Residential Serviced Zone.
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- Delete Rural Residential Serviced Zone. Add Residential Zone.

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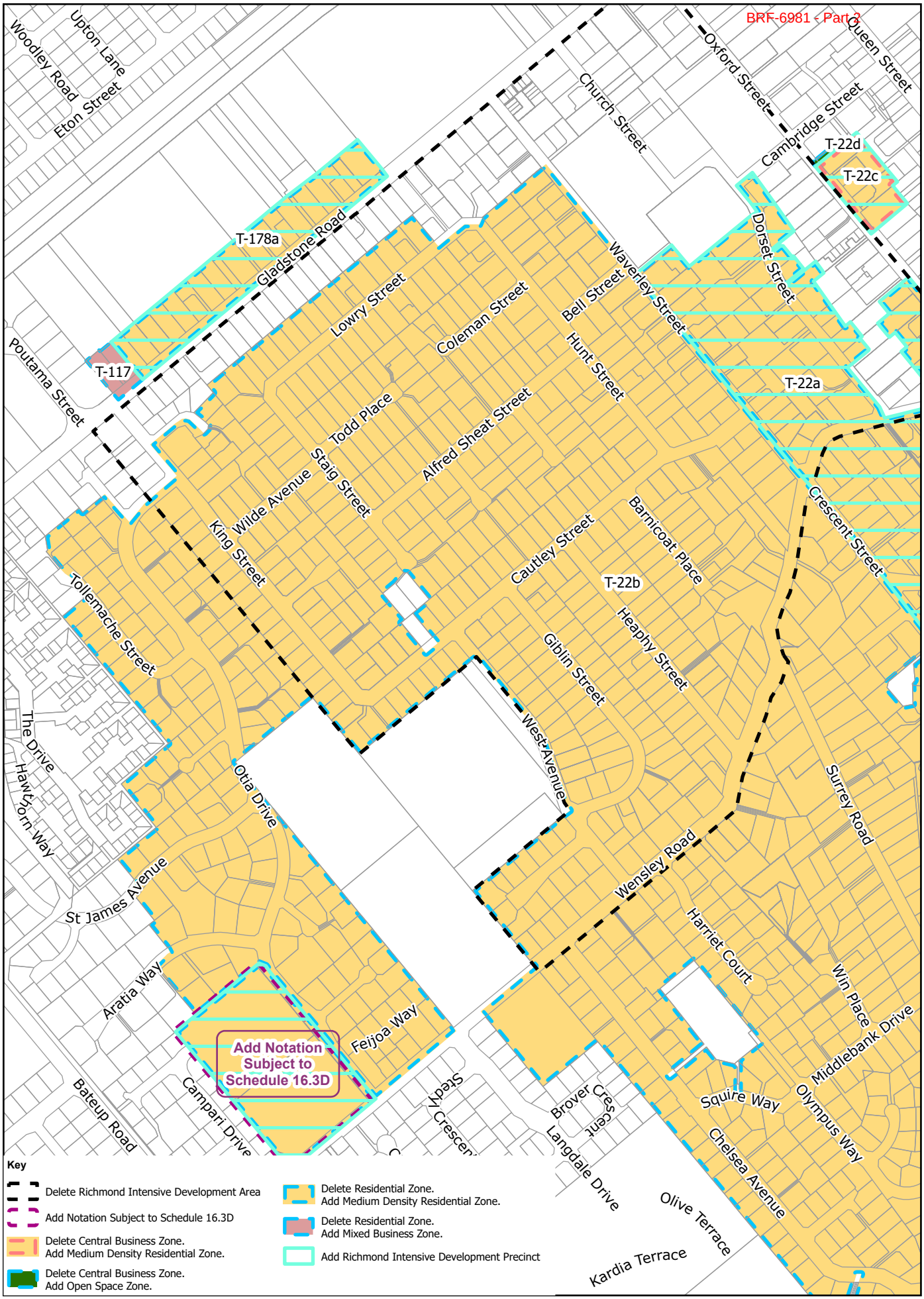
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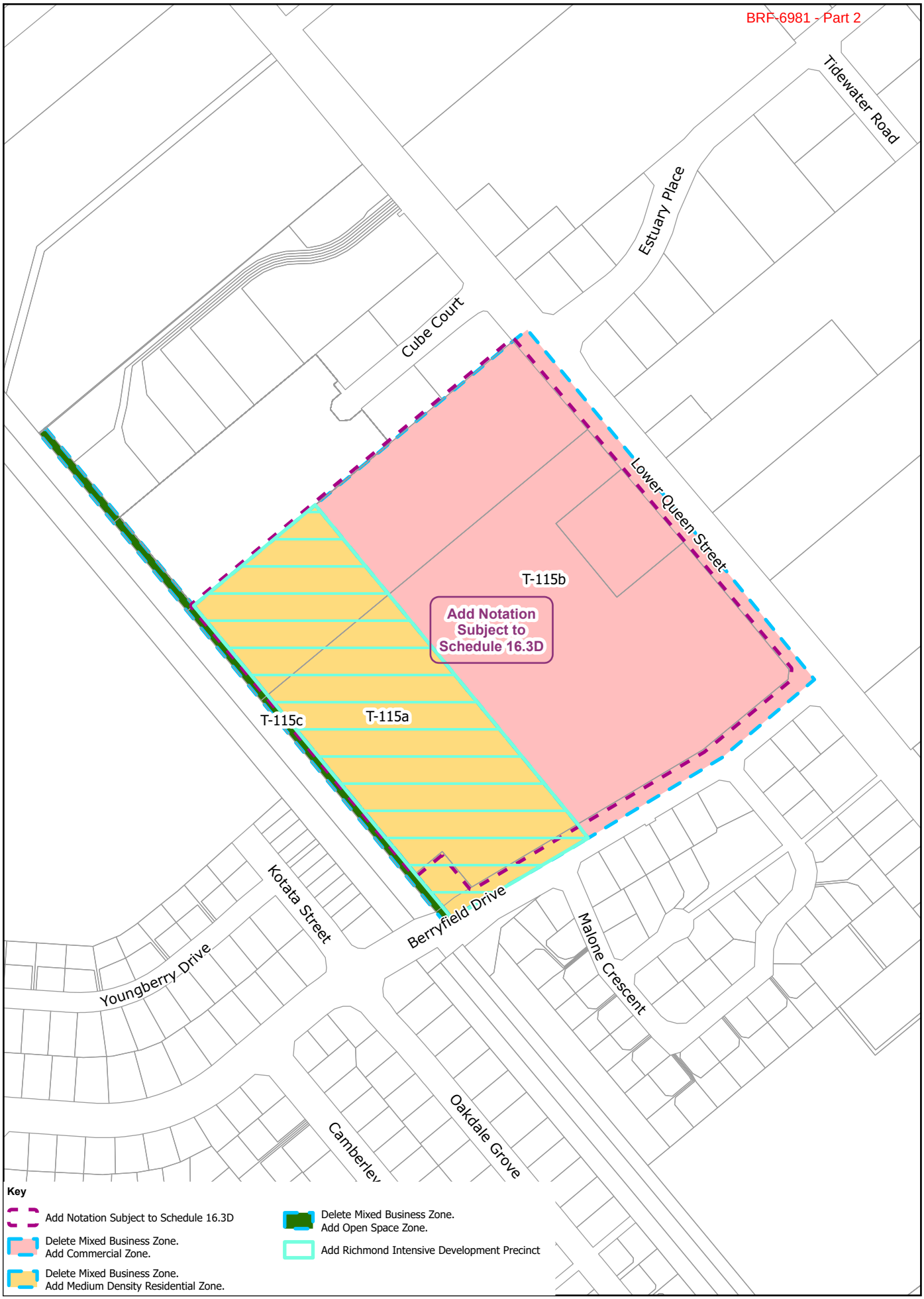
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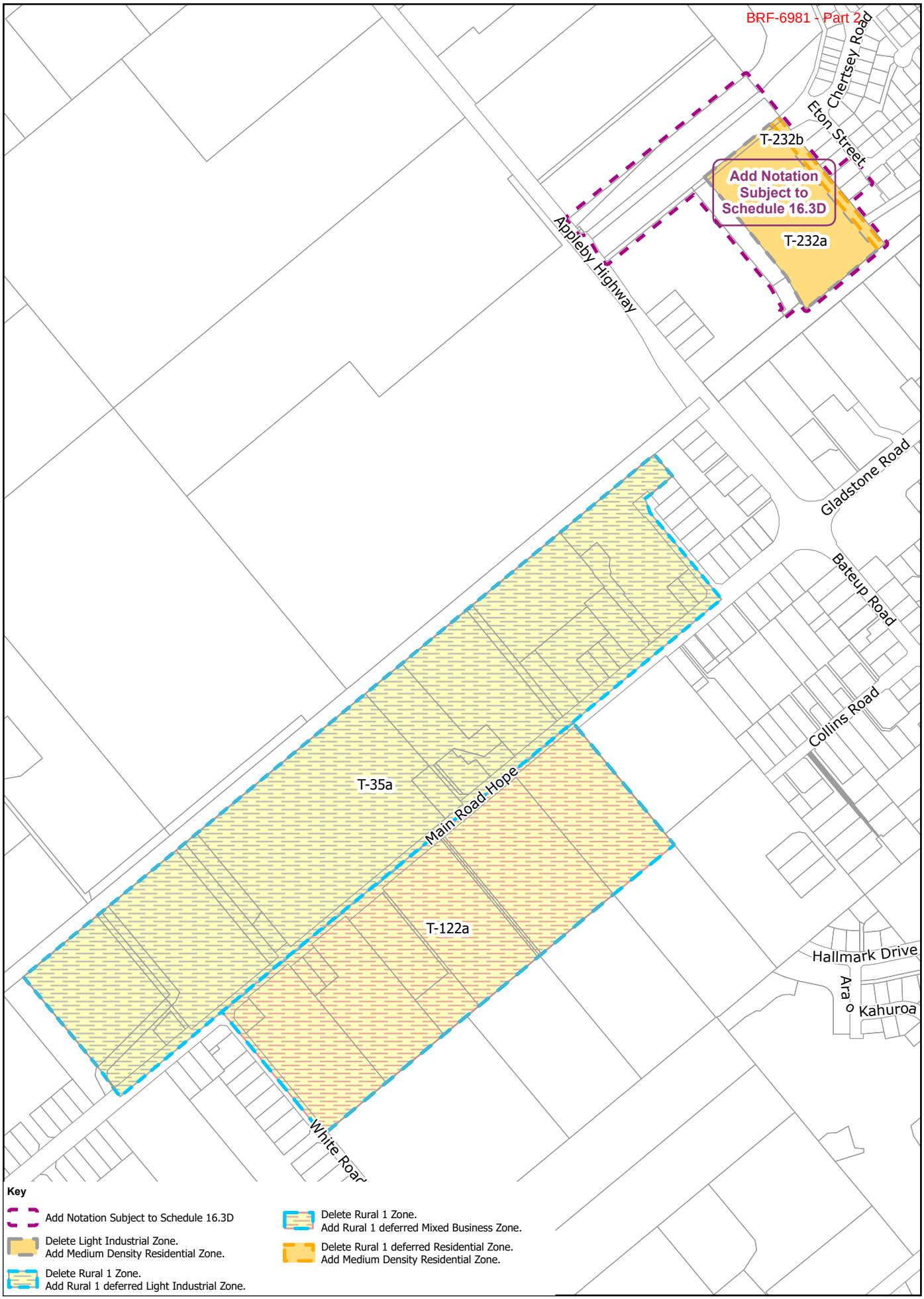
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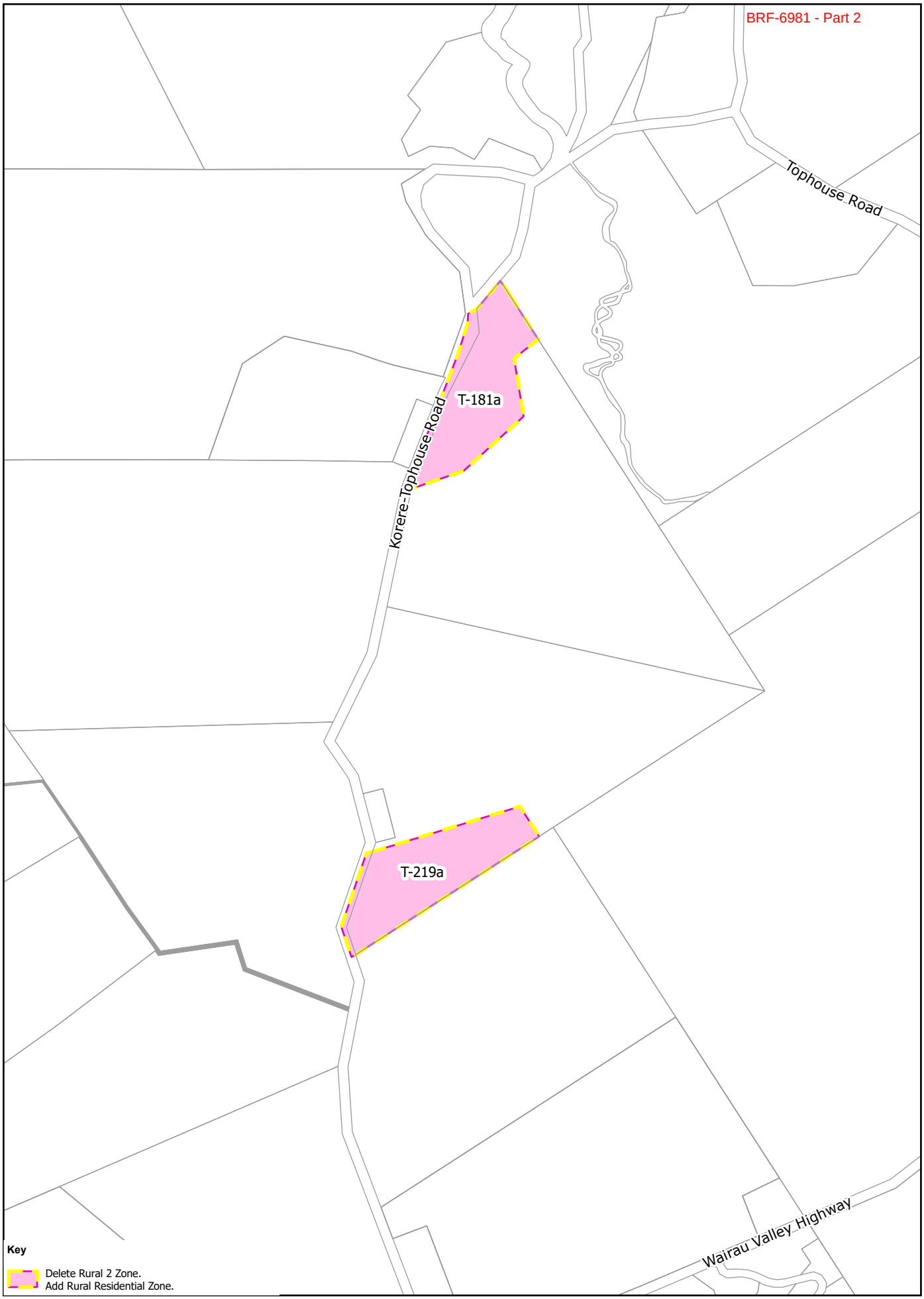
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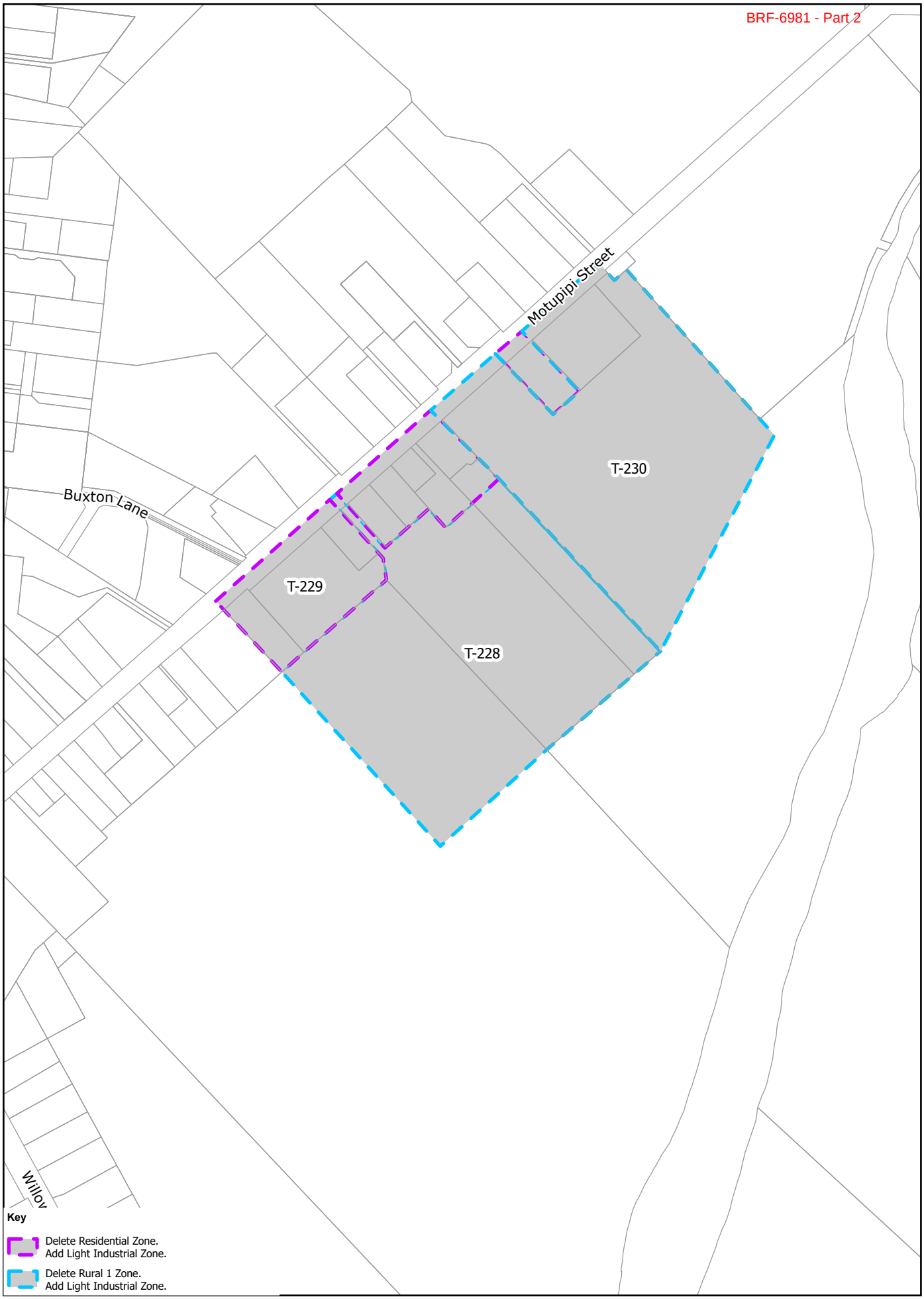
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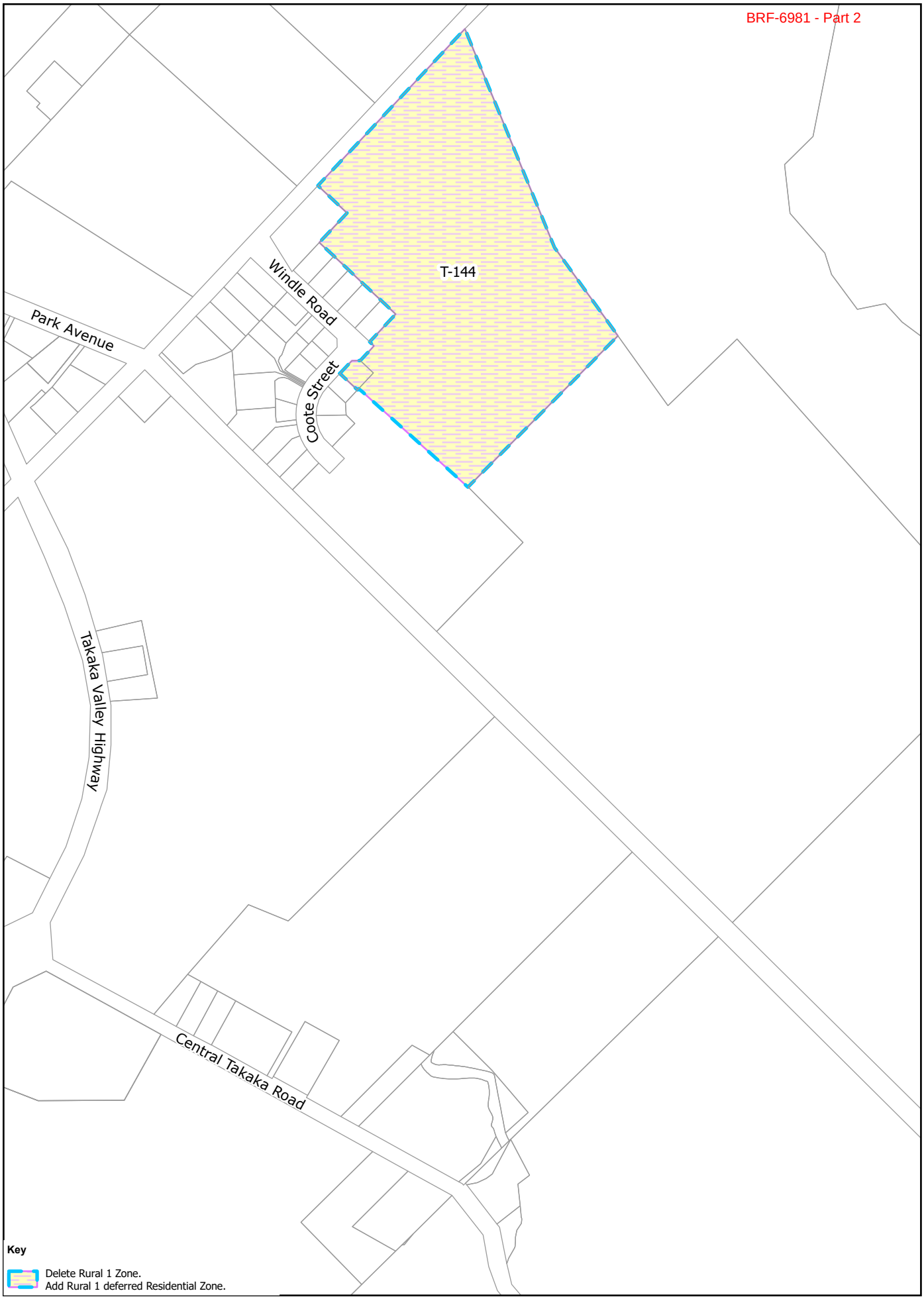
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Key

Delete Rural 1 Zone.
Add Rural 1 deferred Residential Zone.

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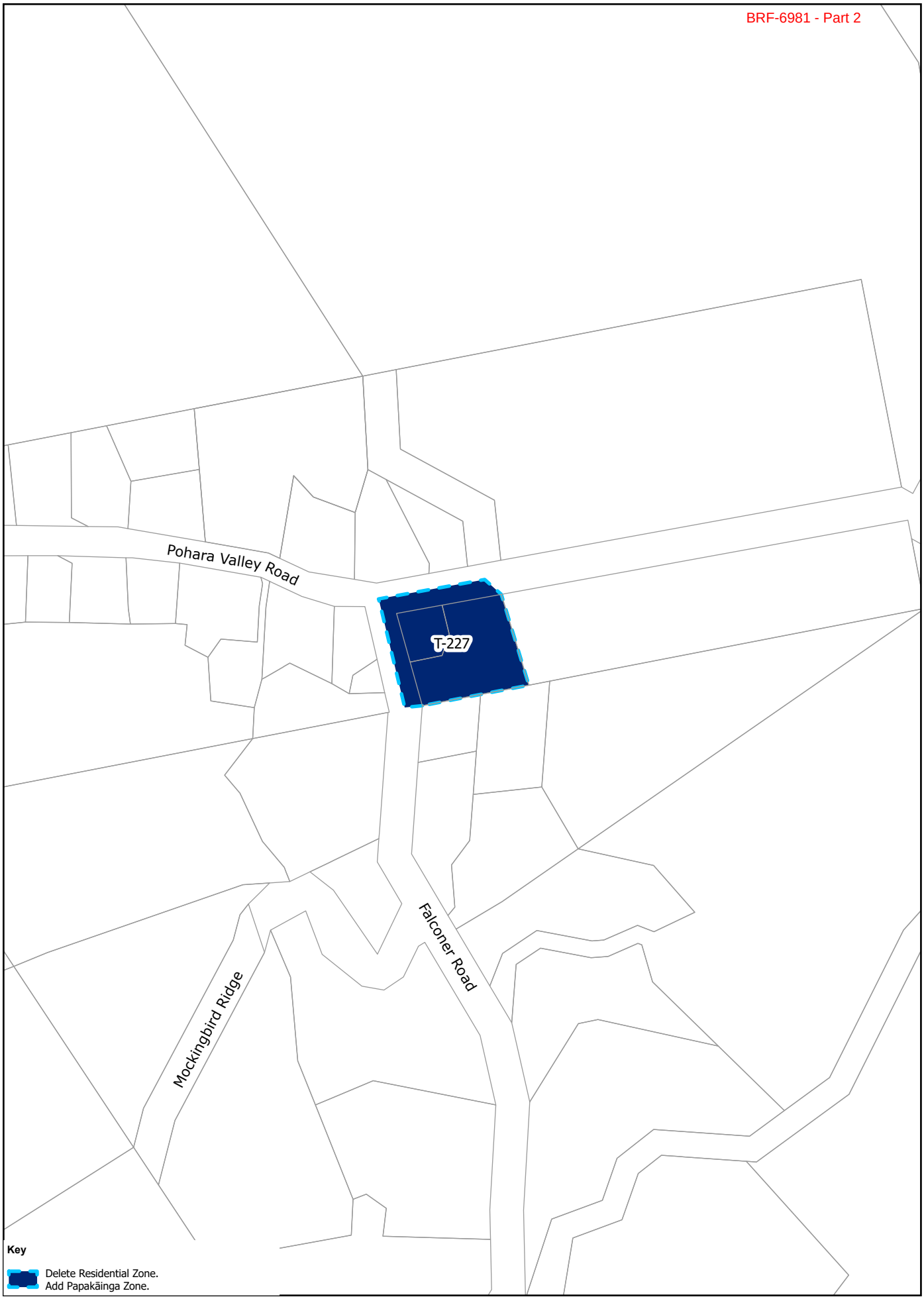
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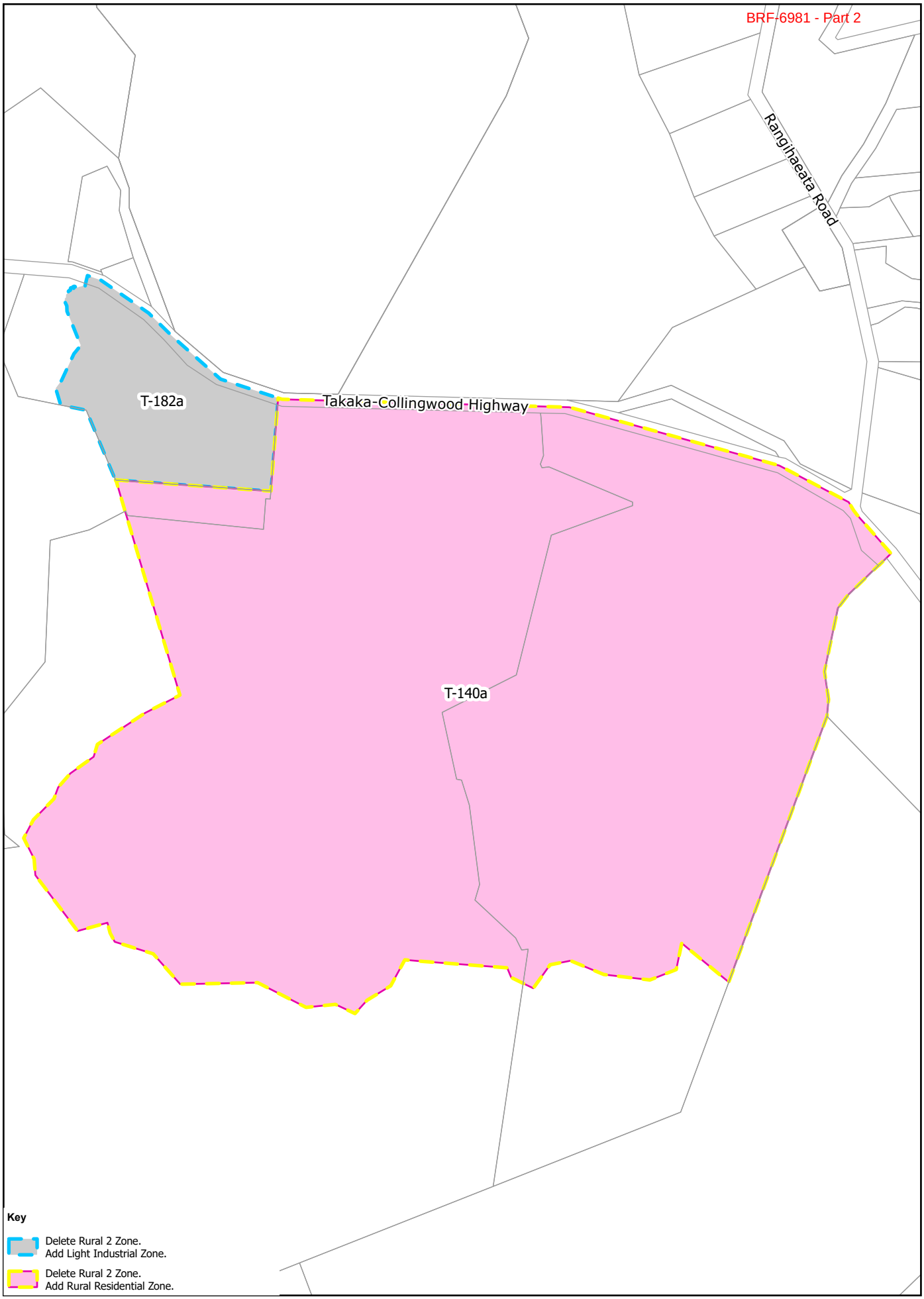
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Key

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Add Rural Residential Zone.

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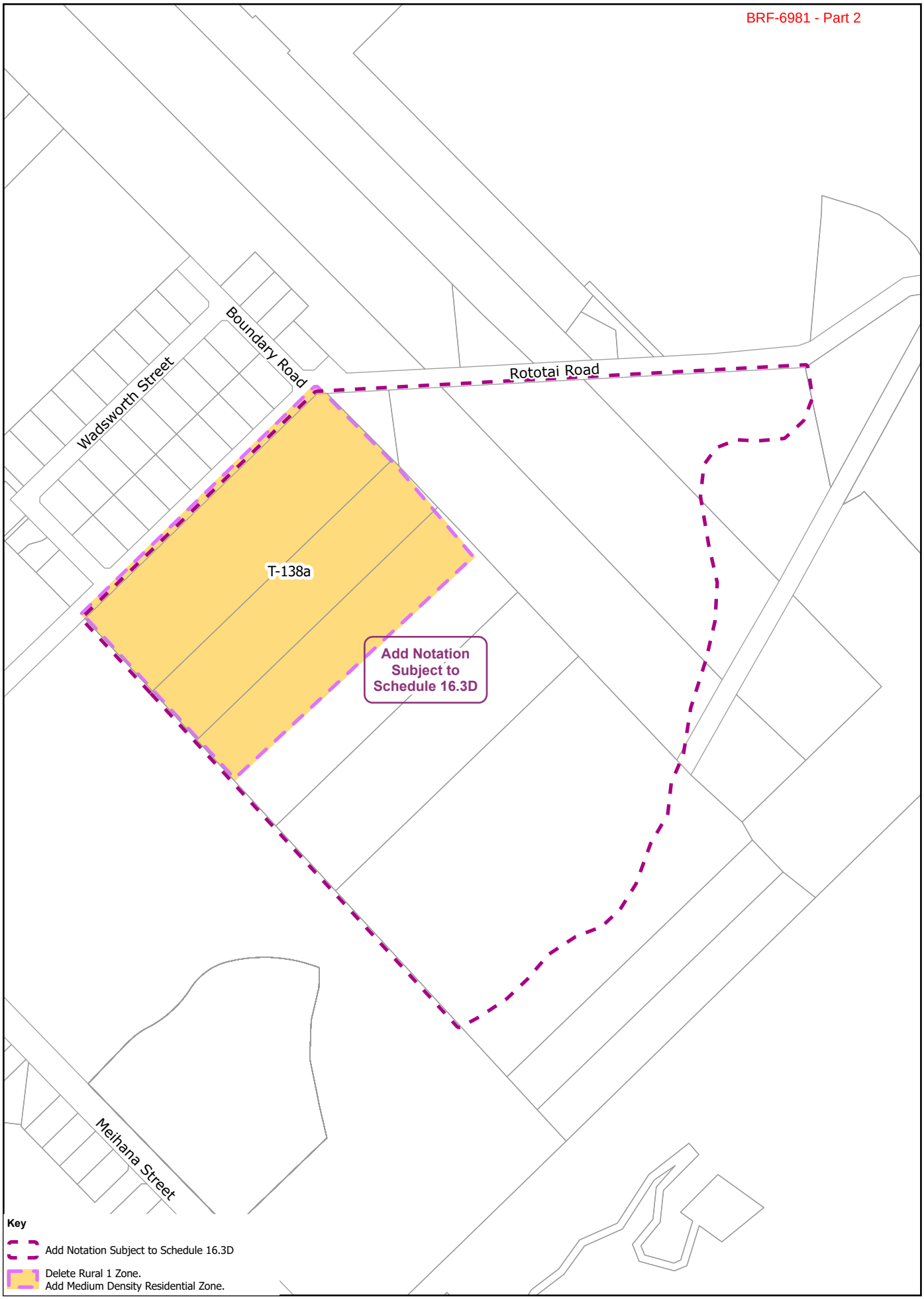
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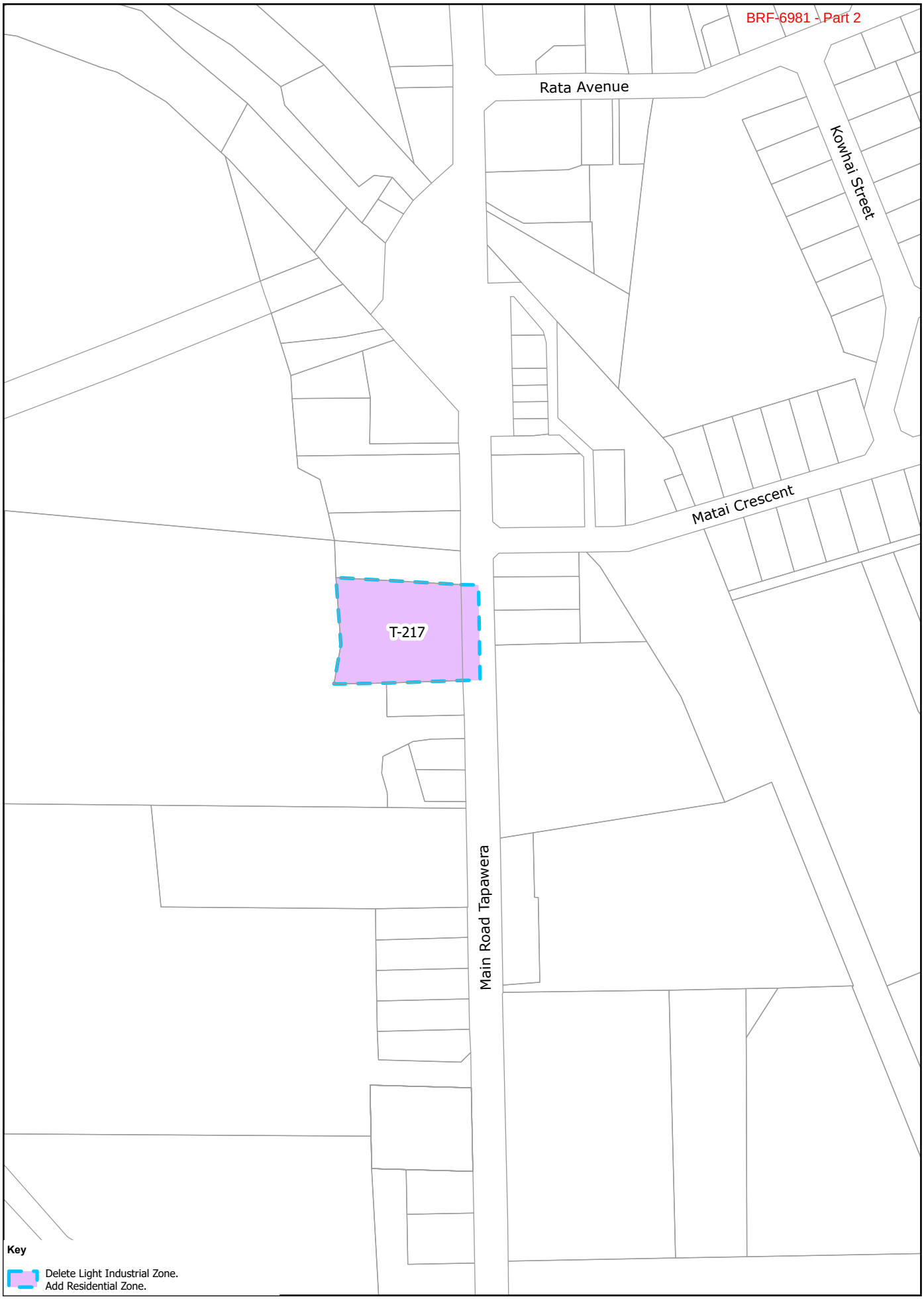
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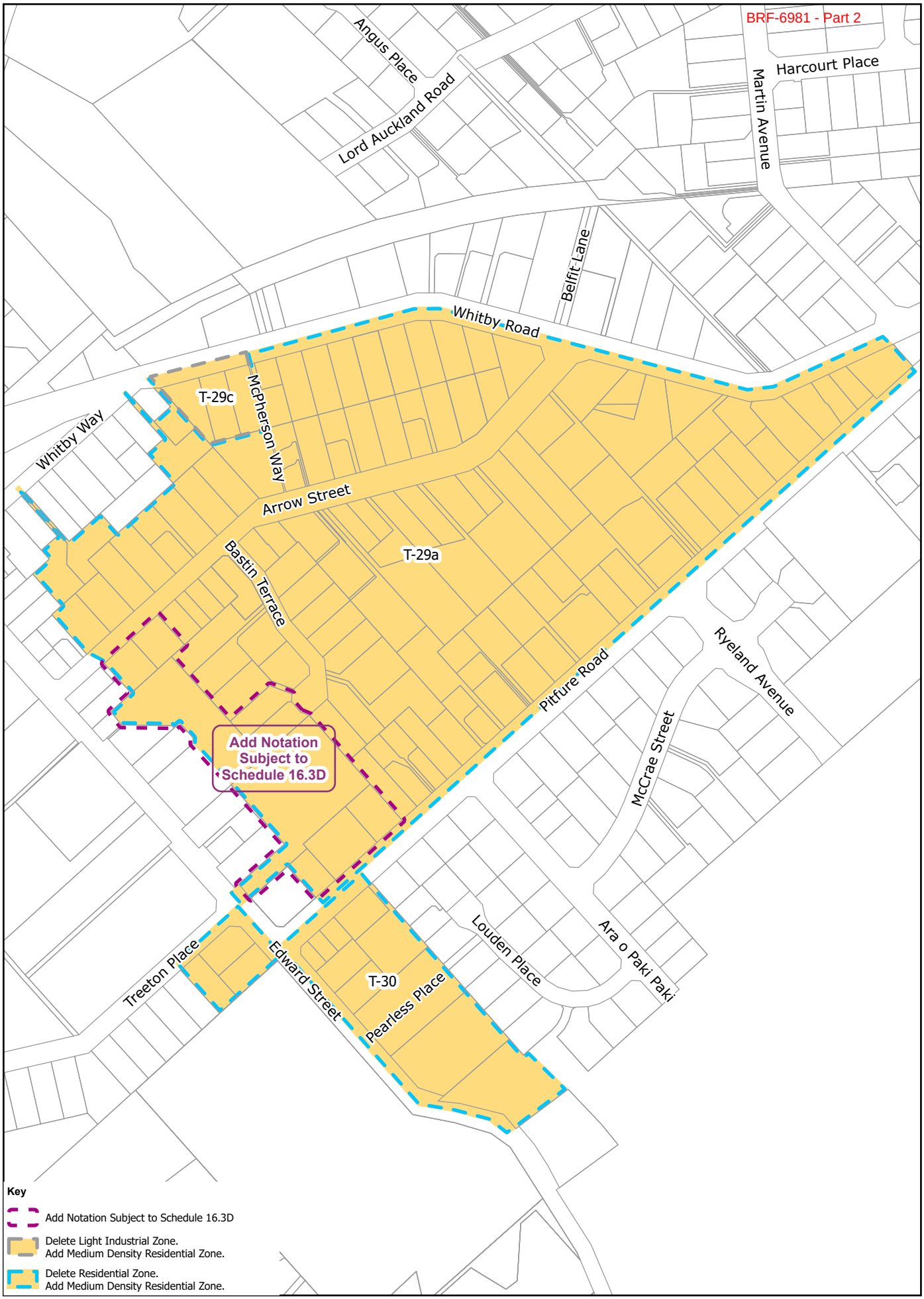
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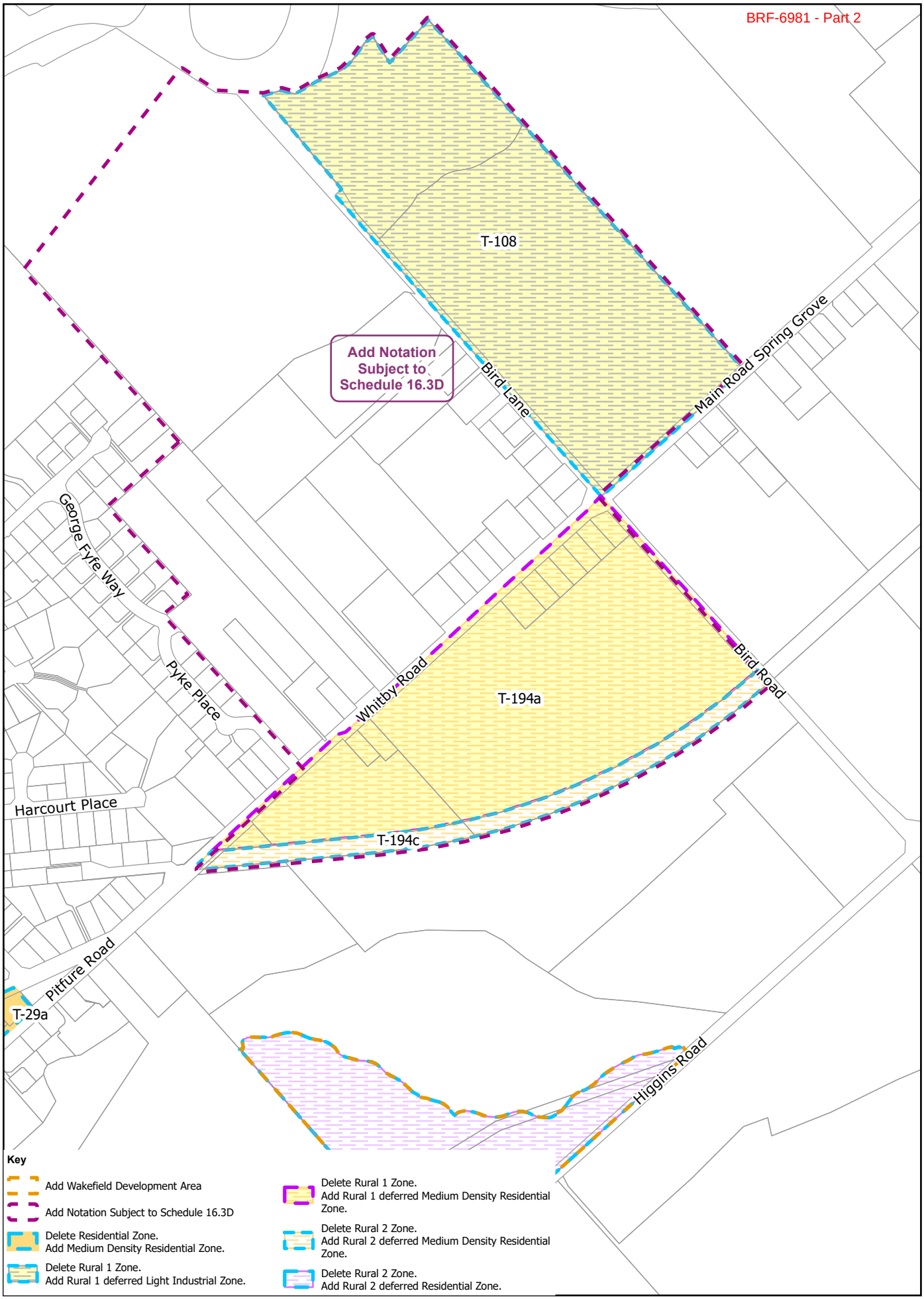
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Tasman Resource Management Plan

Proposed Plan Change 81: Urban Growth

Evaluation report under section 32 of the Resource Management Act 1991

August 2025

Version History

Version	Author	Comments	Date
1	Jacqui Deans	Co-author	October 2024-June 2025; August 2025
2	Sonya Leusink-Sladen	Co-author	August 2025
3	Coralie Barker	Co-author	August 2025
4	Jeremy Butler	Co-author	August 2025
5	Barry Johnson	Reviewer	June 2025 and August 2025

[notification date]

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1. Executive Summary

This s.32 evaluation of proposed change 81 to the Tasman Resource Management Plan (TRMP) provides the analysis behind the plan change, to provide transparency and demonstrate that alternative ways were considered to achieve the same objectives.

The purpose of PC81 is to give effect to the NPS UD, TRPS C1 and help implement Council's Future Development Strategy (FDS), adopted in 2022 and the Māpua Masterplan 2025 (the MMP). These are the primary drivers of the plan change, since the TRMP is outdated in parts. The change includes providing for additional residential and business development opportunities in the Tasman region.

Parts of the existing TRMP, operative from different dates but starting from 2008 (Parts I and II), are outdated. The council commenced preparation of new Resource Management Plans in 2019 but then paused this process due to the emergence of new legislation which was quickly repealed by the current Government. As a result, some current issues for Tasman are not referenced in the TRMP and consequently it is missing some objectives, policies and methods. Importantly, the TRMP does not currently give full effect to the National Policy Statement on Urban Development 2020 (NPS UD), neither does it have regard to or implement Council's FDS. These are the main purposes of proposed TRMP Change 81.

Tasman's Regional Policy Statement (TRPS) is proposed for change (C1) concurrent with plan change 81 (PC81) to the TRMP. Both the TRPS and TRMP changes aim to ensure that key aspects of the NPS-UD are met, particularly over-arching Objective 1, 'to ensure well-function urban environments'. This is discussed in more detail within section 6.3 of this report.

The key urban development issues that TRMP C81 seeks to address are:

- a shortfall of housing capacity and a lack of diversity in housing choice e.g. small, attached dwellings, and unmet demand for housing for Māori (papakāinga) in the tier 2 urban environment (Richmond, Brightwater, Wakefield, Māpua and Motueka). The issue of a lack of variety of dwellings also affects some of Tasman's rural environment in places like Tākaka. Tasman District Council together with Nelson City Council has a legal obligation to provide sufficient capacity of the right type of housing land to meet demand within its urban environment, e.g. sufficient denser, attached dwellings whether they be duplexes, townhouses or terraced houses or papakāinga
- Inefficient use of land where urban expansion is proposed for housing, if the typologies are not sufficiently varied
- A lack of business land capacity in the Nelson Tasman Urban Environment and some of Tasman's rural environment e.g. Murchison and Tākaka. Within the urban environment more business land is required to be zoned for the future in Brightwater, Wakefield and Richmond, also providing for Nelson's business land demands in the medium and long term. Both Councils also have a legal obligation to provide sufficient business land capacity to meet demand within their urban environment
- The operative TRMP imposes barriers on tāngata whenua using their ancestral land to develop papakāinga, due to the complexity of the existing rules and lack of conciseness, leading to unnecessary costs. The existing provisions pose certain problems:
    - permitted activities under the existing definition of papakāinga zone are too constrained.
    - they fail to recognize that papakāinga could occur in urban locations as well as rural locations.

    - a clear policy pathway does not exist if the proposal is not on papakāinga zoned land but is on other zoned land (e.g. Residential)

- Absence of role or function of existing commercial centres in the TRMP, nor does it identify objectives for the centres, making it difficult for Council to articulate how it may support each centre, or influence change in the role and function of a centre. As Tasman's urban environment grows and changes, the vibrancy and efficiencies of its town centres may be compromised by sprawling or ad hoc commercial developments. This issue has been raised by commissioners at recent private plan change hearings for commercial development around Richmond. Large format retail developments which are enabled by the Mixed Business Zone rules have the potential to undermine existing commercial centres

- Definitions and rules about where seasonal workers can live on farms, orchards and vineyards etc are currently too restrictive and outdated. For example, the rules currently assume that ablution blocks and kitchens will be separate from the accommodation, whereas much modern accommodation is purpose built and combined with facilities. Also the minimum site area where worker's accommodation can be located in rural zones is too large and the activity status is currently too restrictive for smaller seasonal worker accommodation blocks

- Responding to demand for more housing choice and diversity in main towns leads to more intensive housing. Reduced space and increased proximity of housing comes with changing amenity outcomes which develop and change over time

- Increased housing densities, reduced on-site parking, reduced space for vehicle manoeuvering or access, and increasing vehicle numbers accessing current transportation networks can place pressure on them and increase the risk of adverse effects. This issue has the potential to challenge Council's ability to meet its current TRMP transportation objective of providing for a safe and efficient transportation network.

These issues are not fully addressed currently in the existing TRMP. Existing objectives only partly provide for the issues and because it is outdated some of the issues are not addressed at all. For example, an objective exists (6.2.2.3) on minimum sufficient development capacities for housing 2024-2052 but it does not identify how that capacity will be provided, or what type of capacity is needed. A new issue and two new objectives are therefore proposed in this circumstance to update the TRMP in new section 6.4A.

The new and amended proposed objectives in PC81 are:

- A change to an existing objective which refines the objective to focus on community activities in urban areas (5.4.3)

- Urban environments including buildings, places, spaces and networks are well functioning (6.1.2.1)

- Accommodation of a wide range of residential activities on land zoned for residential purposes in urban areas (6.4A.2.1)

- That Council plans for greater intensification, responding to housing needs, demand and the town's planned urban built character while incorporating density and quality urban design outcomes (6.4A.2.2)

- That Council provides capacity for suitably located commercial land to provide for regional and district needs for the medium to long term (6.6.2.3) *(note – a similar objective already exists in the TRMP, 6.5.2.2 on a supply of suitably located industrial land to provide for the long term).*

- To establish a hierarchy of existing commercial centres in Tasman, to minimize potential risk to town centres' health from sprawling or ad hoc commercial developments, as a result of growth (6.6.2.4)
- To refer to a commercial environment (rather than business environment) being a high quality and high amenity environment with minimal environmental effects (6.6.2.2)
- To refer to the maintenance and enhancement of the distinctive characters of urban and rural centres (rather than settlements) (6.7.2)
- That papakāinga development is enabled to empower Tāngata Whenua to live on their ancestral land (10A.2.1)
- Tāngata Whenua are supported to exercise rangatiratanga over the development and use of their ancestral land through papakāinga (10A.2.2)
- A safe, efficient and resilient transport system that integrates with land use supports a range of travel modes (11.1.2)

The proposed changes to the TRMP that will give effect to the overarching objectives of PC81 and TRPS C1 will have the following key components:

- Rezone land in Richmond, Brightwater, Wakefield, Motueka, Motueka Valley, Māpua, Tākaka, Murchison, St Arnaud (Korere Tophouse) and Tapawera to provide future zoned capacity for housing and business land (commercial and light industrial).
- Enable more housing choices including a new medium density residential zone in Richmond, Brightwater, Wakefield, Motueka, Māpua and Tākaka, to enable townhouses, duplexes and smaller homes. Make consequential changes to transportation provisions to reflect intensification.
- Better enable papakāinga for Māori, by adapting existing provisions in the TRMP to help whānau live on and care for their ancestral land.
- Improve the rules for workers' accommodation, making it easier to provide on-farm accommodation for seasonal and permanent workers.
- Allow three storey commercial buildings in Richmond and Motueka to support more housing and business growth via mixed use.
- Implement a commercial centres hierarchy in the District in line with National Planning Standards commercial zone names. Support the hierarchy by amending the policies and rules for large format retail activities in the Mixed Business Zone.
- Provide additional urban design guidance for all new development in Māpua.

Three options were considered for achieving the objectives and these options are assessed in terms of costs, benefits, effectiveness and efficiency and risk of acting or not acting. The options are (a) a suite of proposed new provisions (residential, commercial, papakāinga) as an amendment to the TRMP; (b) relying on existing objectives of the TRMP (status quo) and (c) amend the TRMP but with fewer provisions introduced and less prescription e.g. with new overarching objectives and policies only, relying on existing methods and existing zoned land.

Proposed zone location sites and alternatives were also assessed in terms of costs, benefits, effectiveness and efficiency and risk of acting or not acting and this assessment is provided in the Background Site Assessment Report. The following options were considered: i) retain the status quo and retain the existing zoning; ii) rezoning land from its existing zone to a more appropriate zone; iii) downzoning land from an existing deferred zone that is considered inappropriate for urban use to its underlying (pre-deferral) zoning; and iv) applying or amending spatial layers (other than zones) to sites.

Section 10.0 of this s.32 evaluation concludes that the preferred option is the suite of proposed provisions for the TRMP and the preferred option zone identified in section 7.2 and Table 7 of this report. The introduction of a package of provisions in the TRMP to give effect to the NPS UD, TRPS C1 and implement the FDS is the most effective and efficient approach for achieving the objectives.

This preferred option balances implementing the requirements of the NPS UD and implementing and aligning with Council's FDS with protecting important environmental and cultural values in line with other objectives. This would be achieved largely through a regulatory approach that provides clear direction to decision makers and the community on how urban development is to provide for the characteristics and qualities of well-functioning urban environments.

Similarly, three options are also considered for assessing the appropriateness of the proposed objectives in achieving the purpose of the Act. Section 9.0 of this s.32 evaluation again concludes that the objectives of the proposal are the most appropriate way to achieve the purpose of the Act. Both parts of the assessment conclude that the objectives and the proposed provisions are appropriate.

2. Overview and Purpose

2.1 Purpose of Section 32 RMA

This section 32 evaluation accompanies the Proposed Tasman Resource Management Plan Change 81 – Urban Growth.

The fundamental purpose of Section 32 (s32) of the Resource Management Act 1991 (RMA) is to ensure transparent, robust decision-making in the development of plans, plan changes and policy statements. This includes the use of sound evidence and rigorous analysis, including (i) the consideration of alternative ways to achieve the objectives and (ii) by assessing efficiency and effectiveness of the provisions being the most appropriate way to meet the objectives. The Council is also required to assess the extent to which objectives of the proposed changes are the most appropriate way to achieve the purpose of the RMA.

This evaluation has been undertaken in accordance with s.32 of the RMA as it stands at the date of notification of Plan Change 81 (PC81). Relevant sections of the Act are provided in Appendix 21.

2.2 Purpose of Plan Change 81

The purpose of PC81 is to give effect to the NPS UD, TRPS C1 and help to implement Council's FDS, and the Māpua Masterplan 2025 (the MMP). These are the primary drivers of the plan change, since the TRMP is outdated in parts. The change includes providing for additional residential and business development opportunities in the Tasman region.

These strategic documents of the Council and central government provide direction for appropriate growth and development that can meet community needs for well-functioning urban environments. This is discussed in more detail in section 2.4.

More specifically, and to achieve the purpose stated above, Plan Change 81 seeks to:

- Implement the first 10 years' worth of residential and business growth capacity from the Future Development Strategy 2022.
- Increase the variety of homes available in towns and urban centres
- Provide for residential and business growth capacity where appropriate for towns and urban centres; and

- Identify and support the role and function of commercial centres in Tasman.

In achieving this purpose, the scope of changes to the TRMP are broad and include a range of direct and consequential changes.

2.3 Purpose of the Tasman Resource Management Plan

Tasman District Council is a unitary authority. The Tasman Resource Management Plan (TRMP) is a combined Regional and District Plan that contains the planning objectives, policies and rules for how people can use our land and resources. It also contains zones, for example, the Residential Zone or Rural Zone which identifies the intended use of that land.

S.75 (3) of the RMA states that a District plan must give effect to any national policy statement, any New Zealand coastal policy statement, a national planning standard and any regional policy statement. Tasman has an operative regional policy statement which is proposed for change concurrently with this plan change.

2.4 Background to PC81

Growth for business and housing

The National Policy Statement on Urban Development 2020 (NPS UD) contains objectives and policies that councils must give effect to, in their resource management documents and planning decisions. The TRMP and Tasman Regional Policy Statement require updating to implement the NPS UD.

Change 1 to the Tasman Regional Policy Statement (TRPS C1) is proposed for notification concurrently with PC81 to the TRMP.

Relevant objectives and policies of the NPS UD require Council to:

- Provide sufficient housing and business land capacity in Tasman's urban environment, enabling more people to live in and more businesses and community services to be located in well-functioning urban environments (e.g. objective 1, objective 3, policy 2, policy 7)
- Provide a diverse range of housing types including medium density and papakāinga, acknowledging that urban environments including their amenity values, develop and change over time (e.g. objective 2, objective 4, policy 1, policy 5, policy 6)
- Take into account the principles of the Treaty of Waitangi when making planning decisions relating to urban environments (objective 5) and in relation to urban environments, involve hapū and iwi in the preparation of RMA planning documents by undertaking effective consultation that is early, meaningful and as far as practicable, in accordance with tikanga Māori (policy 9)
- Have particular regard to plan change proposals for urban development (either unanticipated or out of sequence) that would add significant development capacity and contribute to well- functioning urban environments (e.g. objective 6, policy 8, clause 3.8)

Policies 5 and 7 and clauses 3.6, 3.11, 3.35 and 4.1 of the NPS UD contain directions for councils to give effect to in their district plans, in order to implement the above objectives and policies. Not all of the requirements of the NPS-UD are considered to be within the scope of this Plan Change.

Additionally, PC81 has regard to and helps to implement Council's adopted Nelson Tasman Future Development Strategy 2022-2052, which was adopted by the Joint Committee of the Nelson City and Tasman District Councils in August 2022. The FDS is a high-level strategy, informing a large number

of Council's plans including the Resource Management Plans, the Long Term Plan and Infrastructure Strategy, as shown in Figure 1. The FDS identifies a spatial growth pattern for the next 30 years and sites that are suitable for housing and business development. The FDS implements the NPS UD as Tasman is a "Tier 2 Council" which must prepare an FDS. When changing the TRMP (and other planning documents such as the Tasman Regional Policy Statement) Tasman is required to have regard to the relevant FDS.

Table 3 of the adopted FDS also notes as one of the short term key actions, that a review of the TRMP should be undertaken and/or progress plan changes to enable intensification.

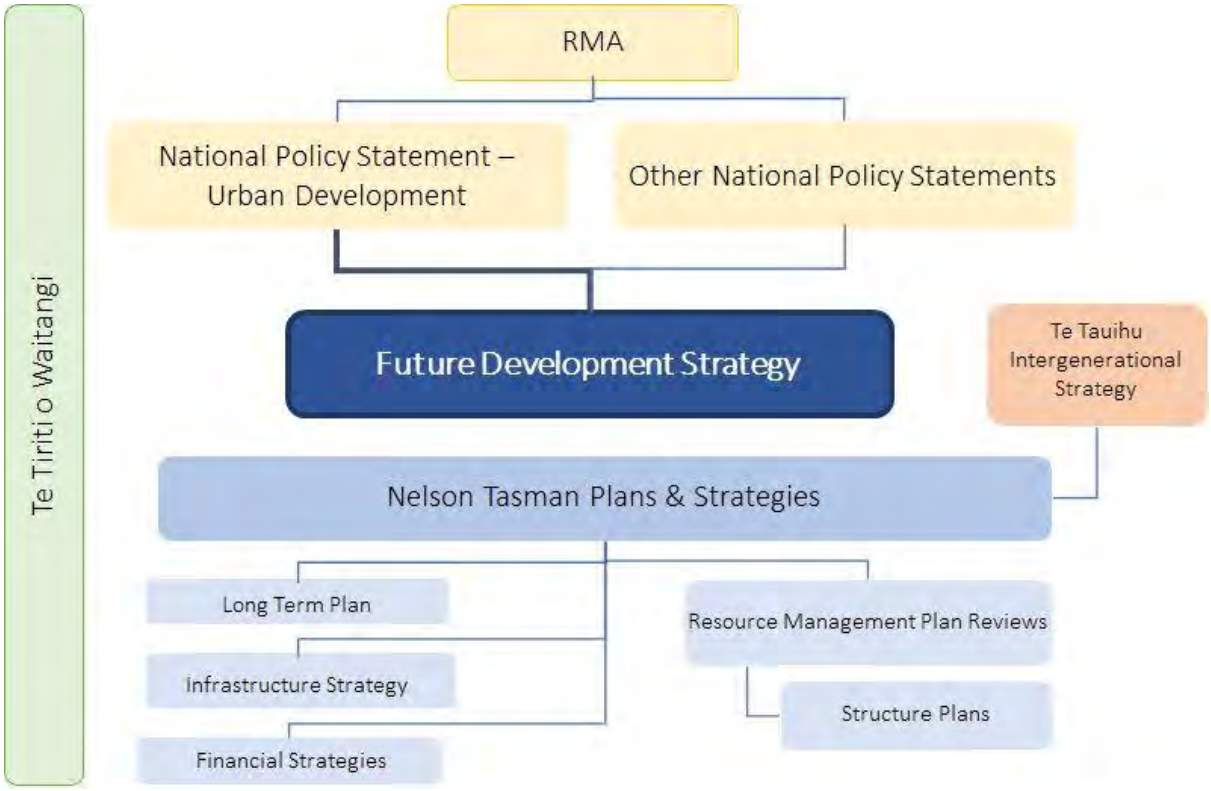


Figure 1 Effect of FDS

The FDS adopts a spatial strategy for growth and identifies appropriate sites for future housing and business capacity in the region and assists PC81 in giving effect to the NPS UD (e.g. policy 2).

Under the NPS UD, Tasman shares a tier 2 urban environment with Nelson. The urban environment as defined by the NPS-UD includes, Nelson, Richmond, Brightwater, Wakefield, Māpua and Motueka (Figure 2.)

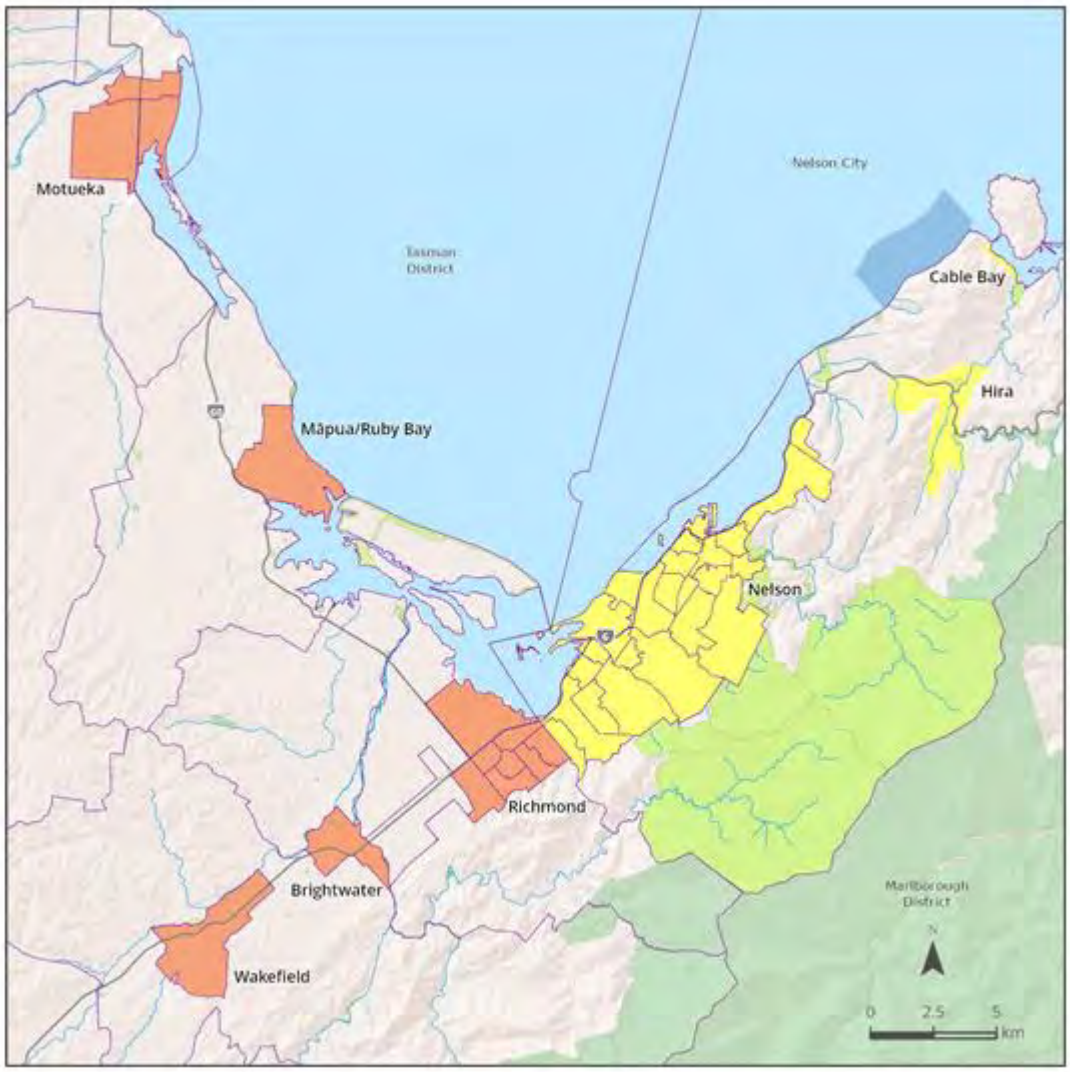


Figure 2. Nelson/Tasman Urban Environment. Tasman = Nelson =

Council's latest Housing and Business Assessment 2024

The NPS UD also requires Council to prepare a three yearly housing and business assessment (HBA) and annual monitoring report on the housing and business markets. Both the FDS, HBA and annual monitoring reports are prepared jointly with Nelson City Council.

Tasman's latest HBA identifies that population in Tasman is projected to grow by 7,400 residents between 2024-2034 and almost a further 11,000 residents by 2054. The ageing population is driving a change in the average household size across the district. The average household size is projected to decrease from 2.43 to 2.23 over the next 30 years. The HBA shows in which towns dwellings are likely to be provided but that there will still be a shortfall of approximately 360 dwellings between 2028-2034 to meet the expected growth demands. The combination of high population growth and a small rating base means it is challenging for Tasman to afford the required infrastructure investment quickly enough to ensure there is sufficient development capacity during this period.

When Tasman's dwelling shortfall is combined with Nelson City Council's shortfall, identified in its HBA, this grows to a combined shortfall of 600 dwellings in the medium term (2028-2034). In terms of dwelling typology, Tasman will also have a shortfall of 735 attached dwellings over the 30 year period, (semi-detached or duplex, terraced house or apartment), based on current zoned land in the TRMP and developer historical preferences. This plan change seeks to ensure that some of the

newly zoned land in and around main towns will provide smaller houses, via a new Medium Density Residential Zone.

The 2023 census results show that between 2018-2023, Tasman was the fastest growing region in New Zealand at 10.3%. the district grew by an extra 5,418 people, reaching 57,810 in 2023. At the same time, all other regions grew less than 9%. During the same period, Tasman's dwelling count increased by 11% from 23,733 to 26,352 (+2,619). Latest subnational population estimates from Stats NZ in October 2024 show that Tasman's population grew by 1.16% year ending June 2024, to reach 60,000.

The 2023 census reports that almost half of Tasman's population growth since 2018 was in the Richmond ward, growing at 15% but predominantly in Richmond West. The Lakes Murchison ward and Golden Bay ward grew at 10%. Motueka ward has the highest proportional ethnic diversity, having a higher proportion of residents who identify as Māori, Pacific Peoples and Asian than the rest of the wards. Motueka's Māori population represents 16% of the total, a rise from 15% in 2018.

Between 2024-2054 the HBA identifies demand for approximately a further 20 hectares of industrial and retail/commercial land. Sufficient suitable sites are identified in the HBA such that a surplus of business land remains in the District overall, according to the latest business land demand model. However, the accuracy of the model and the business land demand forecasts is questionable. When other projections for business land demand are examined (as required by the NPS UD), much higher demand appears to exist, for example, recent building consent trends. Projecting building consent trends suggests no surplus business land capacity exists in the HBA. In addition, Nelson City Council has identified a shortfall of commercial, retail and industrial land in the medium and long term (2028-2054). This means Tasman needs to provide for this shortfall as part of the shared tier 2 urban environment.

S.35 RMA Efficiency and Effectiveness Review

Council undertook an efficiency and effectiveness (RMA s.35) review of the operative TRMP provisions in 2021, including urban growth and infrastructure. This has helped to understand the current situation including where current Plan provisions may not be efficient and effective at addressing the above resource management issues. The relevant findings of the s.35 report on Urban Environment Effects were:

- Limited intensification of housing is occurring where enabled e.g. Richmond Intensive Development Area, Richmond West and Richmond South Development Areas
- The suitability of the zoned business land capacity requires further assessment
- The plan lacks a commercial centre and settlement hierarchy that 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 growth outcomes and better coordinate infrastructure provision
- Tasman's towns all currently share one overall objective in the TRMP (6.7) for historical reasons, rather than each town having a separate objective
- The proposed consolidated regional business park in Richmond West (now known as Berryfields) ended up as residential developments through Special Housing Areas (Central Government initiative) in 2018

The relevant recommendations of the s.35 report on Urban Environment Effects were:

- update chapter 6 of the TRMP to reflect the requirements of the NPS UD
- urban land supply and the policy framework in the TRMP needs to align with the FDS 2022-2052
- ensure business land, including industrial land is provided in the right locations to support regional economic development over the next 30 years. For Murchison in particular,

recommendations included reviewing the issues comprehensively and investigate new areas for business land
- enable more affordable housing options by encouraging a greater variety of housing types and encouraging higher density in identified locations
- apply stronger requirements for quality urban design where housing intensification is enabled
- develop objectives for each town, expressing the functional relationship between each town and develop a centre hierarchy. For Richmond, develop an intra-centre hierarchy to help manage future business development in Richmond

Work on a new Resource Management Plan was programmed to commence following the s.35 reviews in 2021. However, due to the uncertainty of Resource Management Reforms of successive Governments development of a new Plan is currently paused.

Workers' Accommodation

While the NPS-UD and FDS focus on growth and development in urban environments, the specific matter of seasonal workers' housing—often situated in rural areas—was raised as a key issue for this plan change. This issue emerged through feedback from primary producers, industry groups, and community consultation, who highlighted the ongoing challenges in providing timely and adequate accommodation for seasonal and permanent workers in Tasman's horticultural and agricultural sectors.

The broader issue of rural housing and general living opportunities is not within the scope of this plan change. However, the specific issue of better enabling workers' accommodation is recognised, given the seasonal demand for housing and its knock-on effect on the availability of permanent rental stock in the district. The current provisions in the TRMP are considered too restrictive because they require large minimum site areas for workers' accommodation, assume outdated building layouts (such as separate ablution and kitchen blocks), and impose complex consent pathways that increase costs and delays for employers. These constraints have made it difficult for growers and rural businesses to respond flexibly to seasonal labour needs and have contributed to pressure on local housing markets as workers seek accommodation in towns and settlements.

This Plan Change aims to address these issues by introducing more flexible and enabling provisions for workers' accommodation in rural zones. The proposed amendments reduce minimum site size requirements, allow for modern, integrated accommodation facilities, and provide a clearer and more streamlined consent pathway. In doing so, the plan change seeks to increase the capacity and timeliness of seasonal worker accommodation, reduce pressure on the permanent rental market, and ensure that Tasman's primary industries can continue to operate efficiently and sustainably. These changes are intended to align with clause 3.23(2) of the NPS UD, which requires councils to enable sufficient development capacity for a range of housing types—including accommodation for seasonal workers—across the district.

The Māpua Masterplan

The objective of 'Master planning' is to provide high level direction, integrated across servicing, transportation, planning and community infrastructure functions. Masterplans anticipate future plan change processes to implement findings.

The MMP process sought to provide a strategic outline for the future growth of the Māpua village. It combined direction from the FDS (above) with more detailed planning of infrastructure, recreation and reserves, and engagement with ngā iwi partners, landowners and the Māpua community. The

process involved revisiting existing deferred zones as well as consideration of new sites for growth and development opportunities.

The MMP identified actions required to implement its findings. Actions included required TRMP changes to provisions (text) and zones (maps), and other supporting actions not related to RMA processes. The actions relating to required changes to the TRMP form the basis of this Plan Change. For more information about the MMP please refer to Māpua Masterplan | Shape Tasman.

2.5 Plan Change 81 Proposed Changes and Scope

This section describes the full scope of Proposed Plan Change 81 (PC81), outlining the substantive changes to the Tasman Resource Management Plan (TRMP) and clarifying both the matters addressed and those that are intentionally excluded. The purpose is to provide a clear understanding of what PC81 seeks to achieve, the mechanisms it uses, and the boundaries of the plan change.

Overview

PC81 is designed to give effect to the National Policy Statement on Urban Development (NPS-UD), Change 1 to the Tasman Regional Policy Statement (TRPS C1), Council's Future Development Strategy (FDS) 2022–2052, and the Māpua Masterplan 2025 (MMP), where these relate to urban commercial and residential growth in the TRMP. The plan change responds to the need for additional residential and business development opportunities, improved housing choice and diversity, and better provision for Māori housing and papakāinga, while also supporting economic growth and well-functioning urban environments.

Key Changes Proposed

PC81 introduces a comprehensive suite of amendments to the TRMP, including:

- **Rezoning of Land for Urban Growth:**
  Application of new or amended zones to a range of sites across the district, including both greenfield and brownfield locations. This includes sites identified through the FDS and MMP, as well as selected deferred zones to be released for development when servicing is available. The rezoning aims to provide for future housing and business land capacity in line with strategic growth objectives.
- **Introduction of the Medium Density Residential Zone (MDRZ):**
  Establishment of a new MDRZ and associated provisions, applying to selected areas in key towns. This includes new rules, standards, and a design matrix to enable and manage higher-density residential development, supporting a greater range of housing types and more efficient use of land.
- **Urban Intensification Provisions:**
  Amendments to enable more intensive residential development in existing urban areas, including updated rules for subdivision, building heights, site coverage, and design outcomes in the MDRZ and other relevant zones. These changes are intended to facilitate a shift towards more compact, well-designed urban environments.
- **Business and Industrial Land Supply:**
  Rezoning of land for commercial and light industrial purposes in key locations to address business land shortages and support economic growth. This includes new sites and amendments to existing zones, ensuring that sufficient business land is available to meet projected demand.
- **Papakāinga Provisions:**
  Introduction of new objectives, policies, and rules to better enable papakāinga development on Māori land, including a new chapter and amendments across relevant zones. These

provisions are designed to empower tāngata whenua to live on and develop their ancestral land, reflecting both local aspirations and national direction.

- **Urban Centres Hierarchy:**
  Establishment of a formal hierarchy of commercial and neighbourhood centres within Richmond and other towns, including associated objectives, policies, and rules. This hierarchy clarifies the role and function of each centre, guiding future growth and investment, and supporting the vibrancy and efficiency of town centres.
- **Deferred Zoning Framework:**
  Use of deferred zoning for sites where infrastructure is not yet available, with provisions for the transition to urban or rural residential zoning once servicing is confirmed. Deferred zoning applies the original zone rules (e.g., rural) until required services are available; installation or construction of the required services triggers a switch to the rules that enable development.
- **Outline Spatial Plans (OSPs):**
  Requirement for OSPs for larger greenfield sites and specific locations, to guide the layout of roads, reserves, infrastructure, and development sequencing. OSPs are intended to ensure coordinated and integrated development outcomes.
- **Consequential and Supporting Amendments:**
  Updates to transport-related objectives, policies, and rules; amendments to existing residential, commercial, rural, and rural residential zone rules; introduction of new and amended definitions; corrections and refinements to rules for large format retail in the Mixed Business Zone; updates to the Urban Design Guide; amendments to information requirements for resource consent applications; updates to planning maps and schedules; and removal of superseded or duplicated provisions.

The above changes are supported by a range of consequential amendments throughout the TRMP to ensure consistency, clarity, and effective implementation of the new provisions.

Matters Out of Scope

PC81 is intentionally limited in scope. The following matters are **out of scope** and are not addressed by this plan change:

- **NPS-UD Matters Not Addressed:**
  PC81 does not implement all requirements of the NPS-UD, such as a comprehensive set of urban zone objectives for every urban zone, or all requirements for urban form and infrastructure integration.
- **FDS Recommendations Not Included:**
  Not all recommendations or sites identified in the FDS 2022–2052 are implemented through PC81. PC81 provides for the first 10 years of housing and business land capacity for Tasman, but not all key actions in the FDS are included.
- **Māpua Masterplan Matters Not Included:**
  PC81 implements only those aspects of the MMP that relate directly to urban and commercial growth provisions in the TRMP. Other MMP actions—such as non-RMA infrastructure projects, ecological restoration, or community initiatives—are not within the scope of this plan change.
- **Current Mixed Business, Commercial, and Residential Zone Provisions:**
  The plan change does not undertake a comprehensive review or rewrite of all existing mixed business, commercial, or residential zone provisions in the TRMP. Existing rules, standards, and policy frameworks for zones not directly affected by the new MDRZ, rezoning, or papakāinga provisions remain unchanged, except for minor consequential amendments.
- **Existing Urban Zones Not Reviewed:**
  PC81 does not review or update the full suite of existing urban zones across the district. Only

those zones and sites specifically identified for change (e.g., rezoning, MDRZ, or deferred zoning) are addressed. Broader urban design, amenity, or infrastructure issues in existing urban zones are not comprehensively reviewed.

- **Rural Living Opportunities (Except Workers' Accommodation):**
  The plan change does not address rural living opportunities outside of targeted changes to workers' accommodation. Broader issues such as second dwellings, rural subdivision, or lifestyle block development are not within scope.
- **Other Out of Scope Matters:**
  PC81 does not address a comprehensive review of the TRMP or the Tasman Regional Policy Statement (beyond the concurrent Change 1), broader environmental, heritage, or landscape provisions not directly related to the rezoning or intensification sites, or non-statutory strategies, operational matters, or Long Term Plan projects that are not directly implemented through TRMP amendments.

Further Detail

Further detail on the proposed sites, their locations, and the zoning framework is provided in Section 7 and the accompanying planning maps. The full schedule of amendments, supporting technical reports, and background assessments are available as appendices to this report.

2.6 What are the Key Reasons for the Changes to the TRMP?

The TRMP is outdated in respect of urban development (NPS UD) and needs to be changed to give effect to the NPS UD, proposed changes to the TRPS C1 and Council's adopted FDS 2022-2052.

Council commenced a review and preparation of new Resource Management Plans in 2019 (including the s.35 review detailed above). This process was paused in late 2023 due to the emergence and subsequent repeal of new legislation and ongoing law changes following the 2023 General election. The TRMP therefore remains outdated.

On housing capacity specifically, the proposed sites for rezoning in PC81 will not entirely meet projected demand. Tasman will still have a shortfall of approximately 360 dwellings in the next ten years, which underlines the importance of these proposed rezonings to go some way to meet that demand. Clause 3.2 (2) of the NPS UD clarifies that in order to be classified as 'sufficient' capacity to meet expected demand for housing, the development must be plan enabled, among other things. PC81 proposes these sites for rezoning and if the plan change becomes operative that housing and business land capacity will then be plan enabled.

The operative TRMP imposes barriers on tāngata whenua using their ancestral land to develop papakāinga, due to the complexity of the existing rules and lack of conciseness, leading to unnecessary costs. The existing provisions pose certain problems:

- permitted activities under the existing definition of papakāinga zone are too constrained.
- they fail to recognize that papakāinga could occur in urban locations as well as rural locations.
- a clear policy pathway does not exist if the proposal is not on papakāinga zoned land but is on other zoned land (e.g. Residential)

The definitions and rules about where seasonal workers can live on farms, orchards and vineyards etc. are currently too restrictive and outdated. For example, the rules currently assume that ablution blocks and kitchens will be separate from the accommodation, whereas most modern accommodation is purpose built with combined facilities.

As urban areas grow and change, there is a risk that the vibrancy and efficiencies of town centres may be compromised by sprawling or ad hoc commercial developments. Acknowledgement of the

role and function of existing town centres (and neighbourhood centres in the larger towns) by creating a hierarchy may mitigate this risk. Such a hierarchy may retain and enhance the vibrancy, and efficiencies of town centres as compact hubs of economic, social and cultural activity and to realise efficiencies relating to their maintenance, upgrades and extension of network infrastructure.

3. Information Sources and Consultation

3.1 Information Sources

The following information sources have been used by Council to understand the issue and develop the options.

- Nelson Tasman Future Development Strategy 2022-2052, the accompanying technical report and FDS map viewer Future Development Strategy 2022 - 2052 | Tasman District Council
- FDS annual implementation plan 2024 Future Development Strategy 2022 - 2052 | Tasman District Council
- Tasman's 10 year plan 2024-2034 Tasman's 10-Year Plan 2024 - 2034 | Tasman District Council, including the activity management plans
- Tasman Housing and Business Assessment 2024 Capacity assessments | Tasman District Council and Nelson Tasman Housing Business Assessment 2024, same link.
- Tasman District Council's growth model Growth model | Tasman District Council
- Tasman District Council's 'Housing We'd Choose' 2021 report and technical appendices Capacity assessments | Tasman District Council
- Infrastructure, servicing, natural environment and natural hazards assessment for PC81 sites proposed for zoning– Background Site Assessment Report (Appendix 2). This is a second stage evaluation for each site, as each site has already been assessed as part of developing the FDS
- Mapua Master Plan
- Richmond Spatial Plan
- Tasman Town Centre Audits 2020 and 2024

3.2 Consultation Actions to date

PC81 engagement (concurrent with TRPS Change 1 engagement)

Pre-engagement

In mid-October 2024, articles were published in the Council's "Newsline," the Waimea Weekly, in the Environmental Policy Newsletter, on Council's website and consultation website "Shape Tasman" and social media about PC81 and TRPS C1, supported by a Google Adwords campaign, all inviting feedback from the community.

At the same time an information booklet was sent to all landowners of sites proposed for urban rezoning in PC81 and all residents of the town affected by both plan changes. 21,800 pamphlets were circulated to all the towns in the PC81 catchment and placed in Tasman libraries.

The Shape Tasman page featuring plan change 81 had 1,400 visits around this time. We received detailed feedback on the proposals from approximately 25 residents, varying from further general information requests about the plan change to clarification of the proposals for their land and in a very small number of cases, requests to consider alternative sites for zoning.

Engagement

On 27th March 2025 a comprehensive guide to TRMP PC81 and TRPS C1 was prepared and distributed in Tasman's libraries and service centres, as well as posters for the same locations. Council's 'Newsline' also featured the plan change in March and April. Drop in events were held for the community at 8 venues across Tasman between 5th and 16th April - Richmond, Brightwater, Wakefield, Māpua, Motueka, St Arnaud, Murchison and Tākaka - and the guide was also available there.

Webinars were held in April and site visits undertaken in May/June to understand local issues. Letters were sent to all affected landowners and adjoining landowners before or early in the PC81 engagement period. Emails were sent to growers re workers' accommodation and residential/business developers in the region.

Over 120 individual written items of feedback were received during the engagement period. A summary of feedback is publicly available on the Council website[1]. Overall, there was a mix of support and concern from the community for the Draft TRPS C1. Concerns were raised about pace of growth potentially outstripping infrastructure capacity, noise, intensification effect on community character and flood risks. Support was noted for ensuring sufficient residential and business land capacity, consolidating commercial centres, aligning development with the FDS and ensuring efficient land use. Feedback on Draft TRMP PC81 included some landowners seeking that their land be included for rezoning in PC81, support for enabling and simplifying the workers' accommodation framework and general support for intensification and efficient use of land. Concerns raised included some landowners strongly opposing the rezoning of their land, the need to protect highly productive land, and the impact of intensification on character, three waters and transport infrastructure.

Following the engagement on the draft, site visits were held with affected landowners to further understand and consider the suitability of the new sites proposed sites. Some light industrial sites that were strongly opposed by landowners in Murchison and Tākaka were removed from PC81. These visits provided an opportunity to discuss specific local issues and concerns directly with the landowners, ensuring their perspectives were taken into account.

Additionally, meetings with various stakeholders were organized to discuss issues of importance related to the plan change. This included growers, residential/business developers, and representatives from community groups. These discussions helped to clarify the potential impacts of the plan change and gather valuable feedback that would inform further refinements.

Previous FDS community engagement and consultation

Thirty-eight (including Māpua) of the 42 sites proposed for rezoning in PC81 form part of the adopted FDS 2022-2052.

In February 2022, before public consultation commenced on the draft FDS, all landowners of sites proposed in the draft FDS were contacted in writing, explaining that their land was one of the potential future housing sites in the draft strategy. Details were also provided about the consultation process and hearings schedule and opportunities to participate.

[1] Draft Change 1 to the TRPS and Draft Plan Change 81 to the TRMP Summary of Feedback available at: Urban Growth Plan Change 81 | Shape Tasman

Community engagement occurred on the FDS during October 2021 focussing on the proposed outcomes (later named objectives) and the community was invited to suggest sites for future housing and business development. Full public consultation took place on the draft FDS using the special consultative procedure between March and May 2022 and 568 submissions were received. Hearing submitters occurred over four days followed by deliberations and a recommending report from the delegated hearing panel.

Some housing and business sites were proposed via submissions received through the public consultation. For these sites, all landowners and all neighbours likely to be affected by such a development were contacted and their views on the proposal were included within the officers' deliberations report to the FDS Subcommittee. See: https://tasman.infocouncil.biz/Open/2022/05/SH_20220531_ATT_4260_EXCLUDED.PDF

In addition, any new sites were provided to ngā iwi for comment.

Māpua Masterplan Community Engagement and Consultation

The majority of the proposed PC81 sites formed part of the adopted FDS 2022-2052. Other sites in Māpua are currently already zoned but their destination zone is proposed to change. The Māpua sites were added to PC81 at the notification stage following the conclusion of the masterplan process in August 2025.

The development of the MMP involved multiple rounds of community engagement culminating in public consultation, submissions and hearings and deliberations under the Local Government Act. Key stakeholders were also consulted as part of the MMP development including NZTA- Waka Kotahi, Network Tasman and the Ministry of Education.

Engagement and consultation with stakeholders, iwi and the community indicated a desire to manage growth in a way that preserves the existing character and natural environment of Māpua, while also accommodating a mixture of densities so people have housing choices. There was also a clear preference for enhancing public open space and recreational linkages. This resulted in the inclusion of specific urban design provisions for new development in Mapua, the inclusion of Outline Spatial Plans with requirements such as 'no build zones' and indicative reserves and active recreational links and the inclusion of a medium density zone with provisions that provide for a mixture of housing densities. More information about the MMP process and community feedback can be found in Māpua Masterplan | Shape Tasman.

Ngā Iwi involvement in the FDS

Engagement with ngā iwi and hapū commenced early in the FDS process in March 2021, and hui were held from September 2021. Pages 39-40 of the FDS technical report (Future Development Strategy 2022 - 2052 | Tasman District Council) list all hui held. Ngā iwi o Te Tauihu o Te Waka a Māui were all contacted and invited to participate in the process. Manawhenua Ki Mohua, Ngāi Tahu, Ngāto Waewae, Te Āwhina Marae, Onetahua Marae and Whakatū Marae were also contacted. Involvement of individual iwi varied according to available capacity but overall good participation was secured.

Some iwi submitted on the FDS (Ngāti Apa, Te Ātiawa) and commercial entities Ngāti Rārua Atiawa Iwi Trust and Wakatū Incorporation. All iwi had been invited to or attended numerous hui on the draft FDS and therefore the number of submissions from iwi was low as anticipated.

The FDS Subcommittee which heard and deliberated on submissions included Ms Ina Kara-France as a representative of ngā iwi o Te Tauihu o Te Waka a Māui. Ms Kara France received unanimous support from the chairs of the eight iwi of Te Tauihu.

The adopted FDS includes a statement of iwi and hapū values and aspirations which were drafted by a number of ngā iwi and hapū including Ngāti Apa ki te Rā Tō, Te Ātiawa, Ngāti Rārua, Ngāti Tama and Rangitāne o Wairau. Whanau from Te Awhina Marae also contributed and the drafts were circulated to all iwi for contributions. Figure 3 below shows that these values include partnership between Tāngata Whenua and Councils, working in a Te Tiriti o Waitangi partnership to achieve their shared goals under the FDS.

Given ngā iwi were extensively involved in the preparation of the FDS, the sites proposed in PC81 are not a surprise. For those sites not forming part of the FDS, proposed in PC81, ngā iwi have been consulted on them – see below.



Figure 3 – Iwi and hapū values and aspirations FDS (page 6)

3.3 Ngā iwi engagement

Engagement in PC81

In accordance with Schedule 1 - clauses 1a, 3(1 d), cl3B, cl4A - and s.32 (4A) requirements of the RMA, hui with ngā iwi concerning TRPS C1 and TRMP PC81 commenced in July 2024.

On the 30th July 2024 a hui was held with ngā iwi outlining the proposals for both the TRMP and TRPS and the sites concerned. Ngā taiao kaimahi attended from Manawhenua Ki Mohua, Ngāti Kuia, Ngāti Rārua, Ngāti Tama, Ngāti WaeWae, Te Ātiawa and Ngāti Koata. During that hui, questions were asked about specific sites and the proposals for those sites; whether wildfire risk had been considered in the evaluation of the sites; whether the proposals had been assessed against section 6 of the RMA (matters of national importance); and the relationship of this plan change to other projects currently being undertaken by the environment policy team.

Since the majority of the sites proposed are adopted FDS sites, the above queries have mostly been previous assessed. For example on wild fire risk, of the sites forming part of PC81, the sites in the Motueka Valley (Moutere) and St Arnaud potentially pose the most risk. Fire risk was evaluated and road layout will be important providing people will a choice of egress and fire breaks around the houses will need to be built into the design.

After a period of time to allow ngā iwi to consider the proposals, a second hui was held on 30 Sept 2024. Ngā taiao kaimahi attended from Ngāti Tama, Ngāti Kuia, Manawhenua Ki Mohua and Te Rūnanga o Toa Rangatira. The purpose of this hui was to obtain feedback on ngā iwi's places of significance to Māori for the sites being rezoned through PC81. Feedback was received on:

- concerns over potential discharges from industrial development
- avoiding areas for housing intensification that are prone to long term flood risk and three water servicing demands
- opportunities for papakāinga development
- wastewater treatment plant capacity for medium density development in Richmond and residential development in Tākaka
- the desire to be involved in a new definition for papakāinga in the TRMP

Following this feedback resultant changes were made to the boundary of site T-140a and T-140b to avoid potential stormwater discharges from a future industrial development into a stream and wetland. Also additional sites were proposed for papakāinga and consultants were appointed to provide some context for the new papakāinga provisions.

Ngāti Waewae provided separate feedback on the proposed Murchison sites. Separate hui were held with Ngāti Rārua and Te Ātiawa. Following the hui with Te Ātiawa, further information was provided on a comparison between the FDS site and the PC81 site boundaries, as well as previous notes from hui on the FDS. Ngāti Rārua did not have any concerns over the sites proposed in PC81 but suggested some further due diligence on some of the Motueka sites.

On 5th February 2025 a hui was held with ngā iwi on the papakāinga provision update as part of PC81. Ngā taiao kaimahi attended from Manawhenua Ki Mohua, Ngāti Rārua, Ngāti Tama, Ngāti Waewae, Te Ātiawa, Ngāti Koata and Whakarewa Trust. A detailed discussion was held on the different potential definitions of papakāinga, the options for updating the TRMP with provisions and rezoning and better enabling papakāinga generally. The feedback centred on introducing new objectives, policies and rules specific to papakāinga development, together with a new definition. Ngā iwi felt they needed more time however to collaborate on the draft changes to the TRMP for papakāinga and staff agreed to recommend to Council that release of the new papakāinga provisions would be delayed until notification of the plan change later in 2025.

Feedback from iwi throughout the engagement process has been clear and consistent: the current papakāinga provisions in the TRMP are insufficient and create significant barriers for tāngata whenua seeking to develop housing on their ancestral land. Iwi representatives have described the existing rules as overly complex, restrictive, and not fit for purpose—particularly for land that does

not meet narrow definitions of Māori land under national policy. As a result, it is often very difficult, time-consuming, and costly for whānau and iwi organisations to obtain resource consent for papakāinga development. This has led to frustration and a sense that the planning framework does not adequately support Māori housing aspirations or give effect to Treaty principles. The new provisions in PC81 are a direct response to this feedback, aiming to provide a more enabling, streamlined, and culturally appropriate pathway for papakāinga development across a wider range of land holdings.

As a result of direction from Council that the papakāinga provisions should form part of the public engagement on draft PC81 in March-May 2025, a papakāinga self-nominated working group was quickly established in March 2025 to complete drafting of the papakāinga provisions. Ngā taiao kaimahi from Te Ātiawa, Ngāti Tama, Manawhenua Ki Mohua, Ngāti Toa, Whakarewa Trust and Ngāti Rārua formed the papakāinga working group. Three hui were held in March and a hui towards the end of March culminated in the working group reporting back to the wider iwi group, just prior to the engagement period on PC81 commencing. The improved papakāinga provisions in the TRMP therefore formed part of the public engagement on PC81.

In early 2025, central government indicated its intention to promulgate a National Environmental Standard (NES) for papakāinga. This forthcoming regulation, aimed at setting national rules for papakāinga development, would potentially render local plan changes redundant. Consequently, the working group's efforts were temporarily paused awaiting further consultation on the NES. However, following the consultation, the mahi of the wider iwi group resumed, after the group agreed that the provisions of the consultation draft of the NES for papakāinga would not sufficiently provide for the aspirations of ngā iwi due the narrow definition of Māori Ancestral Land not being applicable to a substantial portion of ngā iwi land holdings in the region.

The last wider iwi group hui in late July 2025 agreed that PC81 provisions should adopt and be at least as enabling as the provisions included in the draft NES, while removing any additional barriers to papakāinga development the NES was likely to introduce based on the definitions included in the NES. The draft NES is expected to enable this because the draft NES identifies that plans may be more lenient or enabling than the NES.

Māpua Masterplan – Nga iwi engagement

Ngā iwi involvement in the MMP included participation in multiple hui and providing representation at Council workshops and community engagement events. In collaboration with ngā iwi, a video on the significance of Māpua to ngā iwi and posters on ngā iwi background, Te Ao Maori Values and Visions and archaeological evidence were included with the public consultation material. A submission in support of the MMP was received from Ngāti Rarua.

A hui was held with ngā iwi on the 26 June 2025 to discuss the inclusion of Māpua into PC81. The implementation of the MMP through PC81 was discussed including the proposed changes and the existing TRMP Māpua Cultural Heritage Precinct. Advice was sought from iwi on whether they would like updated Māpua cultural heritage spatial layers (and provisions) included in PC81. Feedback supported waiting for a district wide change to cultural heritage spatial layers and provisions through a Sites and Areas of Significance to Maori Plan Change. Feedback to the provisions being introduced through PC81 and applying to proposed Māpua Zones was received through engagement of the wider PC81 material.

4. What are the Key Resource Management Issues?

4.1 Resource Management Issues

Section 2.5 above sets out the key reasons for PC81, many of which relate to implementing the NPS UD and the FDS 2022-2052 and giving effect to TRPS C1.

The key resource management issues PC81 seeks to address are:

- a shortfall of capacity and a lack of diversity in housing choice e.g. small, attached dwellings and unmet demand for housing for Māori (papakāinga) in the urban environment (Richmond, Brightwater, Wakefield, Māpua and Motueka). The issue of a lack of variety of dwellings also affects some of Tasman's rural environment in places like Tākaka. Additionally, Tasman District Council together with Nelson City Council has a legal obligation to provide sufficient capacity of the right type of housing land to meet demand within its urban environment, e.g. sufficient denser, attached dwellings whether they be duplexes, townhouses or terraced houses or papakāinga.

- Inefficient use of land where urban expansion is proposed for housing, if the typologies are not sufficiently varied.

- Urban growth and the drive to provide greater housing choice and diversity in well-located areas can lead to more intensive forms of development. This intensification often results in changes to neighbourhood character and amenity, including increased building coverage and height, reduced outdoor living space, and greater proximity between dwellings, which can affect privacy, daylight access, and the availability of parking and storage. These changes create a risk of poor amenity outcomes if not carefully managed. In areas with a distinct character, such as Māpua, there is a particular need for specific urban design provisions to address these risks and maintain the qualities valued by the community.

- As housing densities increase, many developments will provide less on-site parking and reduced space for vehicle access or manoeuvring. This shift, combined with more residents relying on shared or multimodal transport options, places additional pressure on existing transportation networks and can increase the risk of adverse effects such as congestion and safety concerns. These changes highlight the need for Council to adapt transport provisions—such as enabling sites with no on-site parking and supporting high-quality pedestrian and multimodal access—to ensure the TRMP's objective of a safe and efficient transportation network continues to be met.

- A lack of business land capacity in the Nelson Tasman Urban Environment and some of Tasman's rural environment e.g. Murchison and Tākaka. Within the urban environment more business land is required to be zoned for the future in Brightwater, Wakefield, Māpua and Richmond, also providing for Nelson's business land demands in the medium and long term. Both Councils also have a legal obligation to provide sufficient business land capacity to meet demand within its urban environment,

- The operative TRMP imposes barriers to papakāinga development primarily due to the lack of clear and enabling policy direction. There is no coherent policy pathway for papakāinga development on either papakāinga-zoned land or other zones such as Residential, which creates uncertainty and inconsistency for applicants. In addition, the existing rules are overly complex and lack conciseness, resulting in unnecessary costs and delays. Permitted activities under the current definition of the papakāinga zone are too constrained, and the provisions fail to recognise that papakāinga can occur in urban as well as rural locations. As a result, tāngata whenua are unable to effectively utilise their ancestral land for papakāinga, and the plan does not give effect to national policy direction or local aspirations for Māori housing.

- The TRMP does not currently acknowledge the role or function of existing commercial centres, nor does it identify objectives for the centres, making it difficult for Council to

articulate how it may support each centre, or influence change in the role and function of a centre. As Tasman's urban environment grows and changes, the vibrancy and efficiencies of its town centres may be compromised by sprawling or ad hoc commercial developments. This issue has been raised by commissioners at recent private plan change hearings for commercial development round Richmond. Large format retail developments which are enabled by the Mixed Business Zone rules have the potential to undermine existing commercial centres

- The definitions and rules about where seasonal workers can live on farms, orchards and vineyards etc are currently too restrictive and outdated. For example, the rules currently assume that ablution blocks and kitchens will be separate from the accommodation, whereas much modern accommodation is purpose built and combined with facilities. Also the minimum site area where workers' accommodation can be located in rural zones is too large and the activity status is currently too restrictive for smaller seasonal worker accommodation blocks.

4.2 Outcomes sought

This change to the TRMP seeks the following outcomes which respond to the identified resource management issues above:

- Supply of housing capacity for the next 10 years
- Intensification of existing central residential areas where appropriate, and efficient use of new land that is to be developed for residential purposes.
- A variety of housing types and sizes by intensification, close to centres and within identified areas, with quality design outcomes
- Improved provision of papakāinga development, empowering and enabling tāngata whenua to live on their ancestral land
- Suitably located commercial and light industrial land to provide for the medium and long term needs of Tasman and the Nelson region
- A policy hierarchy for Tasman's existing and developing commercial centres, providing a focus for retail, commercial, community and entertainment activities, and limiting activities that may undermine the centres' various roles and functions
- Maintenance and enhancement of the distinctive character of urban and rural centres
- Efficient provision of accommodation for temporary seasonal workers
- Effective and efficient transportation network that provides for connected and diverse modes of transportation, including public transport and active transportation networks.

These outcomes align well with the objectives of Council's FDS 2022-2052, that guide the nature of the housing and business land capacity to be provided:



Figure 4 – FDS' eleven objectives

These objectives for future development were developed with input from iwi and hapū, elected members, infrastructure providers, stakeholders and the community. They were also informed by relevant directions in national policy documents. These overarching objectives direct the outcomes sought from the rezoning of the sites in PC81. Sometimes a balance between competing objectives must be found when considering urban development.

5. What are the Options?

5.3 Options for achieving the objectives and outcomes of PC81

S.32 (1) (b) of the RMA requires this assessment to identify other reasonably practicable options for achieving the objectives of the proposed plan change. S.32 (6) clarifies that objectives means – for a proposal that contains or states objectives, those objectives.

The key resource management issues are identified in section 4.0 above. In short they are:

- current shortfall in Tasman of small, attached dwellings and unmet demand for papakāinga
- inefficient use of land where urban expansion is proposed
- lack of business land capacity in some areas of Tasman
- TRMP imposing barriers to tangata whenua for papakāinga
- TRMP not acknowledging and supporting the role of function of existing commercial centres
- outdated rules and definitions for seasonal worker accommodation
- intensive housing leading to changing amenity outcomes which develop and change over time
- outdated transportation provisions don't reflect a changing urban environment

Consequently, PC81 proposes the following new and amended objectives which can be summarized as:

Change Type	Description
Amended 5.4.3	Consequential change to existing objective refines objective to focus on community activities in urban areas
Amended 6.1.2.1	Update to reflect NPS-UD well-functioning urban environments
New 6.4A.2.1	Accommodation of wide range of residential activities on land zoned for residential purposes in urban areas
New 6.4A.2.2	Intensification achieves a variety of housing types and sizes
Amended 6.6.2.2	To refer to a commercial environment (rather than business environment) being a high quality and high amenity environment with minimal environmental effects
New 6.6.2.3	A supply of suitably located commercial land to provide for the medium to long-term needs of the Tasman and Nelson region (an existing similar objective already exists in the TRMP on industrial land – 6.5.2.2 – amended by plan change 10)
New 6.6.2.4	An established hierarchy of existing commercial centres that provides a focus for retail, commercial, community and entertainment activities
Amended 6.7.2	Updated to recognise the character of both urban and rural centres
New 10A.2.1	Papakāinga development is enabled as a taonga that: (a) empowers and enables tāngata whenua to live on their ancestral land; (b) sustains their culture, traditions, and connection to place; and (c) supports their social, economic, and cultural wellbeing in accordance with tikanga Māori.
New 10A.2.2	Tangata whenua are supported to exercise rangatiratanga over the development and use of their ancestral land through papakāinga that reflect their aspirations, tikanga and values.
Amended 11.1.2	Updated to ensure transportation system is fully integrated and supports multi-modal travel

Proposed new and amended objectives are assessed in more detail in Section 9 of this report.

5.4 Options for PC81 achieving the objectives proposed in PC81 and TRPS C1

Three high level and broad options were considered for achieving the objectives of PC81 and TRPS C1. Tables outlining the option assessment to determine the effectiveness and efficiency of the provisions in achieving the objectives are in section 10.0 of this report. This analysis is grouped into three categories:

- Evaluation of provisions in achieving the land for residential activities objectives
- Evaluation of provisions in achieving the land for commercial activities objectives
- Evaluation of provisions in achieving the papakāinga development objectives

In general, because the key resource management issues that PC81 addresses are largely responding to national direction (NPS UD), the options are limited. However, the three high level options considered were:

Option (a)

Introduce a suite of provisions in PC81 (summarised in section 7.0) to give effect to both the NPS UD and TRPS C1, also reflecting Council's FDS 2022-2052 objectives. The overall structure of the TRMP is retained but issues, objectives, policies and methods are added or existing ones amended.

Option (b)

Do not update the TRMP with a new package of provisions instead relying on its existing provisions giving effect to the NPS UD and TRPS C1 (status quo).

Option (c)

Amend the TRMP but with fewer provisions introduced and less prescription e.g. With new overarching objectives and policies only, relying on existing methods and existing zoned land.

These options form part of the evaluation of the approach to this topic. Section 10 below provides the analysis of these options and arrives at the preferred option.

Preferred Option

Option (a) is preferred as fully assessed in section 10 of this report.

5.1 Options for proposed zoned land in PC81

An assessment of the issues relevant to the proposed zoning of most of the sites via PC81 were originally assessed during preparation of the Nelson Tasman FDS 2022-2052, using a multi criteria analysis.

Appendix 22 of this s.32 evaluation report provides full details of the methodology of the FDS, in terms of selecting a spatial growth pattern and assessment of individual sites. This provides an assessment of PC81 sites where they were identified as part of the FDS process. However, not all proposed sites of PC81 were identified and assessed through the FDS and this is addressed below.

Excluding Māpua, eight of the 42 sites proposed in PC81 were not part of the adopted FDS, comprising:

- two sites recently proposed by ngā iwi for papakāinga (T-227, T-226)
- two sites with legacy zoning issues (T-223, T-232)
- three new sites in Tākaka proposed for light industrial due to the original FDS site proving unsuitable (T-228, T-229, T-230)
- one new site in Murchison T-234 due to the original site proving unfeasible during the engagement on PC81

These sites have been assessed against the same criteria as used for the FDS and have been considered by staff as being suitable for inclusion to meet the outcomes of PC81 and the FDS.

In Māpua, following the recent adoption of the MMP, 31 sites are proposed for rezoning, five of which are FDS sites and the others are currently zoned deferred or zoned for a different destination zone. The deferred sites which have a destination zone of urban have been through a plan change assessment for their suitability for urban purposes as part of the deferred zoning requirements.

Appendix 8 provides a memorandum from Cam Wallace of Barker Associates, which reviews the scoring of any new or amended sites proposed in PC81, that were not part of the adopted FDS. The additional sites were reviewed in a manner consistent with the development of the FDS and its overall strategy for future urban growth as it relates to Tasman. The scoring was produced following recent assessments of new sites or amended FDS sites against the 21 criteria. With the exception of site T-226 (papakāinga Stringer Road, Redwood Valley), all the new sites score consistent or better than existing FDS sites. Site T-226 does not face any serious constraints, but it performs poorly when considered against the wider growth strategy of the FDS. However, since this is a site proposed for papakāinga by ngā iwi, there are other factors Council must consider and these are explained in section 10 of this report.

For all sites, including those not in the FDS, a consistent assessment methodology was applied to ensure robust and fair evaluation.

In terms of the requirements of s.32 (1) (b) (ii) of the RMA, further analysis of option alternatives for all sites was considered in the 'background site assessment' report (Appendix 2). This assessment considered alternative options for the proposed zoning of each location, and assessed relevant ones for each site selected from the following suite of options:

- **Option 1** - Retain the status quo and retain the existing zoning.
- **Option 2** - Rezoning land from its existing zone to a more appropriate zone.
- **Option 3** - Downzoning land from an existing deferred zone that is considered inappropriate for urban use to its underlying (pre-deferral) zoning.
- **Option 4** - Applying or amending spatial layers (other than zones) to sites.

Each site was assessed against detailed information for each area, outlining the planning background, strategic context, servicing and infrastructure requirements, natural hazard constraints, ngā iwi interests, community facilities, productive land status, and ecological values. The options assessment considered these factors and weighed up the benefits and drawbacks of retaining the current zoning and recommending a proposed option.

The preferred zoning option for each site is summarised in Table 7 of this report.

6. What is the Statutory and Policy Context?

6.1 Introduction

In carrying out a s32 analysis, an evaluation is required of how the objectives of the proposal achieve the purpose contained in Part 2 of the RMA (s.32 (1) (a). S.5 of Part 2 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources. In achieving this purpose, councils also need to recognise and provide for the matters of national importance identified in s6, have particular regard to other matters referred to in s7 and take into account the principles of the Treaty of Waitangi referred to in s8.

Section 72 of the RMA requires territorial authorities to prepare, implement and administer district plans to carry out their functions to achieve the purpose of the RMA. It is the District Plan that is proposed to be amended with PC81, along with some consequential changes to the discharges chapter (Regional Plan). S.73 (1A) of the RMA allows a district plan to be changed, using Schedule 1 of the Act. S.73 (4) of the Act requires a local authority to amend a proposed district plan as soon as reasonably practicable to give effect to a regional policy statement in circumstances set out in that section. Also when changing the district plan, a territorial authority must have regard to the RPS (s.74(2) of the RMA). PC81 to the TRMP is proposed in conjunction with TRPS C1.

A territorial authority must change its district plan in accordance with its functions under s.31 of the RMA, which include to ensure that there is sufficient development capacity in relation to housing and business land to meet expected demands of the district (s.31 (1) (aa)).

The decision of the Supreme Court in Environmental Defence Society Inc v New Zealand King Salmon Company Limited (2014) means that in relation to Part 2 of the RMA where planning documents are established (have gone through their formulation process), they can be assumed to be in accordance with Part 2. Lower-level planning documents (e.g. plans) can therefore concentrate on giving substance to the provisions of the next level up in the hierarchy, rather than going back to consider Part 2 of the RMA in the preparation of these documents.

The Court's decision reinforces the hierarchy of planning documents required under the RMA and the importance of higher-level documents in directing those that must follow them.

6.2 Relevant Statutory and Policy Documents

This section sets out the statutory and policy documents that have particular relevance to this plan change. These have been used to inform and guide Council's assessment of the proposal and options to determine the most appropriate options.

NPS UD 2020

The relevant objectives and policies of the NPS UD 2020—including Objectives 1–6 and 8, and Policies 1–2, 5–7, and 9—are summarised in Section 2.4 of this report. These provisions have been taken into account in the development and assessment of Plan Change 81.

TRPS Change 1

The relevant proposed objectives, policies, methods, and spatial strategy of TRPS Change 1 are summarised in Section 2.4 of this report. These have been taken into account in the development and assessment of Plan Change 81.

Nelson Tasman FDS 2022-2052

The NPS UD requires tier 2 authorities like Tasman to prepare an FDS and have regard to it when preparing or changing RMA plans. It is Tasman's second FDS and was deliberately a new FDS (rather than an update of the 2019 FDS) because the National Policy Statement on Urban Development Capacity 2016 was replaced by the NPS UD in 2020. The requirements for an FDS changed with the new NPS so a new FDS was needed to incorporate the NPS UD requirements on content, engagement and consultation.

The NPS-UD gives effect to the RMA and the FDS gives effect to the NPS-UD and other relevant higher order RMA national instruments. PC81 is giving effect to the adopted FDS, the NPS UD and proposed change 1 to the TRPS. As a result there is no need for an assessment of Part 2 matters for this plan change (King Salmon principle). The NPS UD requires authorities such as Tasman to have regard to the relevant FDS when preparing or changing RMA planning documents and PC81 does this.

The adopted FDS proposes a strategy of consolidated residential and business growth focused largely along State Highway 6 between Atawhai and Wakefield, also providing growth options for Motueka and Māpua and some of Tasman's rural towns that are experiencing housing and/or business land shortages.

In relation to commercial centres, Objective 2 of the FDS is for existing main centres including Nelson and Richmond to be consolidated and intensified and these main centres are supported by a network of smaller settlements.

PC81 is consistent with the spatial strategy of the FDS. Where new sites outside of the FDS are proposed in the plan change these have been assessed for consistency, as described above.

6.3 Resource Management Act 1991

Section 6 Matters of National Importance and Section 7 Other Matters

Based on best practice established by the King Salmon case (discussed in the introduction above) no direct assessment against Sections 6 or 7 is required. We have assumed that these sections are given effect to by the hierarchy of documents above PC81.

This plan change is implementing both the NPS UD (a national instrument issued under section 52 (2) of the RMA) and Council's adopted FDS (a statutory strategy which is in accordance with part 2 of the RMA), as well as giving effect to other national policy statements such as the NPS on Freshwater Management and NPS on Highly Productive Land. These planning documents have gone through their formulation process and can be assumed to be in accordance with Part 2 of the RMA.

Section 74 of the RMA requires that PC81 is in accordance with NPSs and any regulations, and that the district plan change must be prepared and changed "in accordance with" those documents. The national instruments considered for their relevance to this topic are National Policy Statements and the National Environmental Standards that are currently in force (as opposed to being proposed). These are identified below:

Table 1– Relevant National Direction

Relevant national instrument	Reason for relevance
National Policy Statements (NPS)	
NPS Urban Development 2020	• Sets out the objectives and policies for planning for well-functioning urban environments and applies to all local authorities that have all or a part of an urban environment within their district or region. • Requires Tasman District Council as a Tier 2 Council to provide for projected housing and business land demand. • Includes policies and objectives that set direction for Councils to (among other things) improve housing affordability, enable a variety of homes, and provide development capacity to meet expected housing and business demand. • Policies and objectives of particular relevance are as follows: • Objective 1: NZ has well-functioning urban environments • Objective 2: Planning decisions improve housing affordability • Objective 3: District plans enable more people to live in and more businesses to be located in areas of an urban environment. • Objective 4: NZ's urban environments develop and change over time in response to the diverse and changing needs of people, communities and future generations • Objective 5: Planning decisions relating to urban environments take into account the principles of the Treaty of Waitangi • Objective 6: Local authority decisions on urban development that affect urban environments are integrated with infrastructure planning and funding decisions and are responsive, particularly in relation to proposals that would supply significant development capacity • Objective 8: NZ's urban environments support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change • Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum: a) have or enable a variety of homes that: (i) meet the needs, in terms of type, price, and location, of different households; and (ii) enable Māori to express their cultural traditions and norms; and b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and

	c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and e) support reductions in greenhouse gas emissions; and f) are resilient to the likely current and future effects of climate change. • Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term. • Policy 5: Tier 2 urban environments enable heights and density of urban form commensurate with the greater of – the level of accessibility by active or public transport or relative demand in that location • Policy 6: when making planning decisions that affect urban environments and they may involve significant changes to an area, decision makers have particular regard to the planned urban built form which may detract from amenity values appreciated by some people but improve amenity values appreciated by others, including providing increased and varied housing densities and types • Policy 7: Tier 2 Authorities set housing bottom lines for the short, medium and long term in their regional policy statements and district plans • Policy 9: Local Authorities must, in relation to urban environments, involve hapū and iwi in the preparation of RMA planning documents by undertaking effective consultation that is early, meaning and as far as practicable, in accordance with tikanga Māori PC81 achieves all the above objectives and policies of the NPS UD. PC81 also gives effect to the proposed objectives and policies of TRPS C1, for example by providing the plan-enabled urban development capacity required to meet expected demand in the next 10 years.
NPS Freshwater Management 2020	The Resource Management (Freshwater and Other Matters) Amendment Act 2024 amended this NPS. Clause 1.3 of the NPS FM contains the concept of Te Mana o te Wai and recognises the fundamental importance of freshwater and that protecting the health of freshwater protects the health and wellbeing of the wider environment. Te Mana o te Wai includes a hierarchy of obligations, setting out in priority order the need to protect: • First the health and wellbeing of water bodies and freshwater ecosystems • Second the health needs of people (such as drinking water) • Third the ability of people and communities to provide for their social, economic and cultural wellbeing, now and in the future. Managing freshwater in a way that prioritises the hierarchy of obligations is the stated objective of the NPS-FM at clause 2.1 The proposed sites in PC81 for future housing and business development have been assessed for effects on the health of any water bodies, including groundwater recharge, riparian function, threatened species habitat or mahinga kai. Where it was considered that the effects on health of waterbodies would be significantly adverse and were not able to be mitigated in a way that meets Te Mana O Te Wai, a site would not have progressed into the FDS or PC81. This has included reducing the size of sites identified in the FDS to protect wetlands.
NPS Highly Productive Land	Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include:

	• the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD • there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment • the benefits of re-zoning the land outweigh the costs of the loss of the HPL In assessing the sites, those that contained HPL are considered to meet these criteria. The conclusion is reinforced by recent case law[2] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change. Note: The NPS-HPL became operative in October 2022, and it seeks to ensure that the most favourable soils for food and production are protected now and for future generations. Since the current Government came into power in 2023, it signalled that the NPS HPL would be amended so that LUC3 would no longer be classified as HPL. It is felt that LUC3 land being HPL may overly restrict the supply of greenfield land which may be suited for housing. The Government has consulted on the removal of LUC3 from HPL and indicated the change will occur by the end of 2025. **package-2-primary-sector-discussion-document.pdf**
National Environment Standards	
NES for Assessing and Managing Contaminants in Soil to Protect Human Health	The NESCS is a nationally consistent set of planning controls and soil contaminant values. It ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed and if necessary the land is remediated or the contaminants contained to make the land safe for human use. This NESCS is a consideration that will be addressed at consent stage, as if land is contaminated it will need remediation.
National Planning Standards	
National Planning Standards 2019	The National Planning Standards have been reviewed to inform the commercial centre hierarchy provisions. The zone names (e.g. Metropolitan Centre Zone, neighbourhood centre zone) are used in the hierarchy but PC81 does not change the zone to the NPS zone, it retains the existing zone. The new resource management plan that will eventually replace the TRMP will update the zones in line with the National Planning Standards.

Section 8 Treaty of Waitangi

The principles of the Treaty of Waitangi (Te Tiriti o Waitangi) have been taken into account and development of the plan change has been undertaken alongside ngā iwi. Section 3.3 above lists the engagement with ngā iwi to date and feedback received has been taken into account during the development of this Plan Change. As such it is considered that the principles of the Treaty of Waitangi have been taken into account.

Tasman's Operative RPS and Proposed Change 1

Section 73 (4) of the RMA requires PC81 to give effect to the Regional Policy Statement, as soon as reasonably practicable.

[2] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

The operative TRPS includes existing policies, objectives and methods of implementation that are relevant to this proposed Plan Change in terms of:

- Providing for land capacity for residential and business development
- Avoiding, remedying, or mitigating the adverse effects of urban development
- Ensuring the efficient use and development of resources
- Maintenance of economic and social opportunities to use and develop resources in a sustainable manner
- Protection and enhancement of significant natural, heritage and cultural values of resources
- Protecting productive land
- Managing flood hazard and stormwater
- Providing adequate reserve space and conserving heritage values
- Providing for Compact Density Development in specified development areas

TRPS C1 is proposed concurrently with PC81 to the TRMP. The draft changes to the TRPS were shared with the community and stakeholders during an engagement period between March-May 2025. Hui were held with ngā iwi on the TRPS changes from July 2024.

The proposed changes to the TRPS include the following new and amended objectives relevant to this plan change:

- 2A – general objective on Tasman contributing to a well-functioning Nelson Tasman urban environment
- 5.3 – three new urban development objectives:
  - Providing sufficient housing and business land capacity to meet demand in the urban environment, using the 'housing bottom lines'.
  - Providing for a range of housing types in the towns, including opportunities for medium density dwellings and papakāinga
  - ~~o~~ Ensuring planned built urban form while enabling Council to have particular regard to unanticipated or out of sequence plan change proposals for urban development, where those proposals would add significant development capacity and contribute to well-functioning urban environments
- 5.5 – amendment of an Urban Development Objective recognising that amenity values of the urban and built form in areas planned for intensification develop and change over time

Plan Change 81 is giving effect to these proposed objectives in the TRPS C1 in the following ways:

- Provides objectives, policies and methods to enable Tasman to contribute to a well-functioning Nelson Tasman urban environment
- Provides objectives, policies, rules and zonings to provide sufficient residential and business land capacity to meet expected demand over the next ten years, while achieving quality urban design outcomes and protecting environmental and community values
- Establishes intensive housing (medium and high density) in close proximity to centres and identified greenfield areas thereby increasing housing choice and affordability. The provisions of the new medium density residential zone acknowledge that amenity values in intensification areas my develop and change over time
- Provides for papakāinga opportunities to enable tāngata whenua to develop and use their land
- Provides amendments to existing policies and four new policies which support safe, accessible and sustainable urban development in the medium density residential zone, by

integrating transport planning, reducing reliance on private vehicles and preparing for current and future mobility modes.

Iwi Management Plans

The following iwi management plans are relevant to this topic. The table below identified the document and the relevant provisions therein.

Table 2 Iwi Management Plans

Iwi Management Plan	Relevant Provisions	Reason for Relevance
Ngāti Koata Rangitoto ki te Tonga Trust Iwi Management Plan 2002	The Ngāti Koata IMP contains policies on land disturbance from terrestrial development and its potential impact on heritage values, particularly inappropriate earthworks. The plan also identifies issues of concern that include the degradation or destruction of areas of significant flora and fauna through land development, as well as degradation or destruction of the habitats of native fish through the drainage of wetlands, pollution of waterbodies, removal of riparian vegetation and diversion and damming of water	The TRMP includes existing provisions that relate to the relationship between land, water and iwi values and to the maintenance and enhancement of landscape values. The sites proposed for zoning in PC81 were assessed for suitability for development for the FDS against 21 different criteria which include effects on the natural environment. The proposed zoning of the sites has been further evaluated by technical experts, as evidenced in the 'background site assessment' report for PC81 (Appendix 2)
Pakohe Management Plan 2015 –Te Rūnanga O Ngāti Kuia 2015	The purpose of this plan is to maintain whakapapa and historical connections to Pakohe (rock that may contain Argillite), for current and future generations.	The Plan Change is unlikely to affect Ngāti Kuia's ability to maintain a connection to Pakohe. However ongoing consideration is being given to managing adverse effects on sites of cultural heritage significance as part of the plan change process.
Ngāti Tama ki Te Waipounamu Trust Environmental Management Plan 2018	This plan contains aspirations on ensuring cultural values are protected in the management of wastewater and ensuring wāhi tapu are resource gathering areas are protected from wastewater contamination. Physical and spiritual degradation of wai (water) and contaminated stormwater run-off are also highlighted as issues. The plan seeks for urban development to be contained within urban zones and productive rural areas to be protected from such development, as well as development to maintain and enhance the natural environment.	The 'background site assessment' report provides analysis on the wastewater and stormwater requirements for each site, to ensure the surrounding environment is not degraded. Similar to Ngāti Tama's EMP, the FDS identifies the urban environment of Tasman for accommodating the bulk of the future growth in the District. Use of highly productive land was minimised in the FDS and hence PC81 and this is addressed in section 6.43 Table 1 above noting the Government's proposed change to the NPS HPL to exclude LUC3 land. The statement of iwi and hapū values in the FDS similarly identified its overarching aspiration as *"all change must be sustainable to revive and enhance Te Taiao/the natural world."* This influenced one of the 21 assessment criteria, against which potential sites were assessed to cover

		the impact on life sustaining quality of natural resources and ecosystems.
Ngāti Rārua Environmental Strategy 2021	The strategy encourages affordable housing options, opposes development in areas of significance to Ngāti Rārua and discourages development within areas of high natural values or on highly productive rural land. Incorporation of cultural values in urban development is supported.	The plan change includes medium density housing proposals on both brownfield and greenfield land, as well as sites for papakāinga, all of which aim to provide more affordable housing in Tasman. The sites have all been assessed thoroughly for cultural heritage significance and this consideration will be ongoing as part of the plan change process.
Te Ātiawa o Te Waka a Māui Iwi Environmental Management Plan	This plan highlights issues including the destruction and/or modification of sacred areas and burial grounds from development. Also the discharge of contaminants into water, affecting the health of the freshwater ecosystems and the drainage of freshwater wetlands resulting in the loss of ecosystems. Policy 2 seeks to ensure a range of desirable housing options, including papakāinga are available.	The sites have all been assessed thoroughly for cultural heritage significance and this consideration will be ongoing as part of the plan change process. The TRMP includes existing provisions that relate to the relationship between land, water and iwi values and to the maintenance and enhancement of landscape values. The sites proposed for zoning in PC81 were assessed for suitability for development for the FDS against 21 different criteria which include effects on the natural environment. The proposed zoning of the sites has been further evaluated by technical experts, as evidenced in the ''background site assessment" report. PC81 includes background assessment of a number of sites proposed for papakāinga zoning.
Ngā Taonga Tuku Iho Ki Whakatu Management Plan 2004	This plan contains a number of policies relating to urban planning and land management, including protecting sacred places from adverse effects of land use, safeguarding indigenous vegetation and promoting the enhancement and restoration of areas with urban development. Pressures on ngā whenua (land) are highlighted from urban development	The TRMP includes existing provisions that relate to the relationship between land, water and iwi values. The sites proposed for zoning in PC81 were assessed for suitability for development for the FDS against 21 different criteria which include effects on the natural environment. The proposed zoning of the sites has been further evaluated by technical experts, as evidenced in the 'background site assessment' report. The sites have all been assessed thoroughly for cultural heritage significance and this consideration will be ongoing as part of the plan change process.

Government Policy Statements

The Government Policy Statements (GPS) provide high-level direction on national priorities and investment for key sectors, including land transport and housing and urban development. In the context of Proposed Plan Change 81, these statements are particularly relevant as they shape the statutory and policy environment within which the plan change has been developed. The following table summarises the most pertinent Government Policy Statements considered in this evaluation, outlining their strategic priorities and the implications for urban growth, infrastructure planning, and housing provision in the Tasman District. Reference to these statements ensures that PC81 is aligned with current government direction and supports integrated, well-functioning urban environments.

Table 3 Government Policy Statements

Document	Relevance
Government Policy Statement (GPS) on Land Transport June 2024	The Government's four strategic priorities in the GPS on land transport are (i) economic growth and productivity (ii) increased maintenance and resilience (iii) safety (iv) value for money. The GPS influences decisions on how funding from the National Land Transport Fund (NTLF) is invested. Changes in the NTLF from the 2021-2024 fund has meant funding assumptions made in Council's most recent LTP 2024-2034 need to be reduced in the 2025 Annual Plan, particularly on walking and cycling routes and local road improvements. However, Council's Walking and Cycling Strategy and the Activity Management Plans propose a long-term commitment to completing further improvements and changes to the transport network to support intensification, for example residential greenways, speed limit reductions, and high-quality separated cycle lanes. Availability and accessibility of transport infrastructure is considered in amended and proposed objectives in this policy statement change to recognize the role that public and active transport can play. The GPS also reintroduces Roads of National Significance and these include the Hope bypass in Tasman which will be in the vicinity of new growth areas. The Government expects NZTA to prioritise these roads in the development of its National Land Transport Programme. An investment case for the Hope bypass is currently being developed by NZTA.
Government Policy Statement for Housing and Urban Development (GPS HUD) 2021	The GPS HUD is focused on ensuring housing affordability and availability for New Zealanders. Its key outcomes are thriving and resilient communities, wellbeing through housing, Māori housing through partnership and an adaptive and responsive system. PC81 contributes to these outcomes by enabling housing and urban development in a way that focuses on wellbeing and connectivity as well as climate resilience. The plan change seeks to enable housing land capacity and a variety of housing typologies which may assist with improving housing affordability. The GPS also indicates that Government activity and investment will be focused on cities and regions experiencing the greatest growth-related pressures. Despite Tasman being the fastest growing region between 2018-2023 Tasman is not shown on the map as an area that MHUD and Kāinga Ora would be focusing investment.

Other relevant management plans and strategies

In addition to national policy statements and government directions, a range of other management plans and strategies have informed the development of Proposed Plan Change 81. These documents—summarised in the following table—provide important context on local and regional priorities, infrastructure planning, transport, climate adaptation, and urban design. By referencing these plans and strategies, the evaluation ensures that PC81 is integrated with wider planning efforts and reflects the broader policy environment shaping growth and development in the Tasman District.

Table 4 Relevant Plans, Assessments and Strategies

Relevant plan/strategy	Organisation	Relevance
Nelson Tasman Future Development Strategy 2022-2052	Tasman District Council and Nelson City Council	Informs PC81 on the preferred location of future housing and business sites to accommodate growth, as well as mapped environmental constraints and opportunities and trunk infrastructure requirements to provide for the growth
Tasman Housing and Business Assessment (HBA) 2024	Tasman District Council	The 2024 HBA sets out the expected demand for housing and business sites over the next 30 years and where the housing and business land capacity will be provided, together with any shortfalls. The sites proposed for rezoning in this plan change are assumed as part of the housing and business capacity identified in the HBA 2024, for the next 10 years, with some exceptions with recently added sites to the plan change. Any additional housing land capacity created by rezoning these extra sites will assist somewhat with reducing the shortfall of 362 dwellings in years 4-10 (2028-2034) for Tasman District, identified in the HBA.
Long Term Plan 2024-2034	Tasman District Council	The Long Term Plan provides for the strategic integration of infrastructure with planned housing and business land capacity, informed by the FDS.
Walking and Cycling Strategy 2022	Tasman District Council	Council's Walking and Cycling Strategy and the Activity Management Plans propose a long-term commitment to completing further improvements and changes to the transport network to support intensification, for example residential greenways, speed limit reductions, and high-quality separated cycle lanes. These measures greatly assist intensification of housing in Richmond, Motueka, Brightwater and Wakefield.
Regional Public Transport Plan	Tasman District Council and Nelson City Council	The Plan details the investment programme required to increase the role public transport plays in delivery of a multimodal sustainable transport future for the region. It focuses on delivering a system that builds on the step change that was delivered by the recent introduction of eBus services.

Regional Land Transport Plan 2024-2034	Tasman District Council and Nelson City Council	The Plan sets priorities for state highway and Council transportation activities in a period of continued growth of the region. The key issues over the 10 year period are vehicle usage growth, safety, frequent weather events affecting accessibility, road maintenance being underfunded and impact of vehicle usage on the natural environment.
Aotearoa New Zealand's Emissions Reduction Plan 2022 and National Adaptation Plan 2022	Central Government	These documents work together to achieve a climate-resilient Aotearoa New Zealand. This complements the characteristics of a well-functioning urban environment in the NPS UD and provisions of this plan change.
Richmond Spatial Plan 2024	Tasman District Council	The Richmond Spatial Plan sets the strategic direction and vision for how growth and development can occur in the town. The Plan sets a framework to enable growth within the existing urban area, while reducing sprawl into the surrounding area.
Māpua Masterplan 2025	Tasman District Council	The MMP is a comprehensive plan that provides strategic direction on how Māpua will grow and develop over the next 30 years. It guides how growth is to be accommodated in Māpua, and outlines plans for improvements to recreational areas, ecological outcomes, linkages and open space, and infrastructure services.

7. What are the Proposed Objectives, Policies and Methods in PC81?

7.1 Overview of Strategic Direction

Section 2.4 above provides a short summary of the proposed changes to the TRMP. The proposed objectives, policies and methods for PC81 are set out here in more depth to provide context for the evaluations that follow in section 9.0 and 10.0.

An evaluation is carried out in Section 10 'Assessment of the efficiency and the effectiveness of the provisions in achieving the objectives' and Section 9 'Assessment of appropriateness of the proposed objectives to achieve the purpose of the Act.' Section 8 'Scale and Significance' evaluates the scale and significance of the topic which establishes the level of evaluation carried out.

7.2 What are the Proposed Objectives, Policies and Methods?

The proposed changes to both the TRMP's and TRPS' objectives, policies and methods are summarised below. This is because TRPS C1 is proposed concurrently with PC81 to the TRMP. Although there are many sites proposed for rezoning, in many cases existing policy and rule frameworks for those zones in the TRMP will be relied upon.

Proposed amendments to Tasman Regional Policy Statement (Change 1)

Table 5 Proposed Amendments to the TRPS

Tasman Regional Policy Statement provision	Proposed amendment
Introduction section 1.3	Expansion of 'Council's resource management functions under the RMA' to include amendments to s.30 and s.31 made since the TRPS became operative – concerning providing sufficient development capacity to meet demand. Expansion of issues in the TRPS to reflect the above function required by the RMA. Amendment to existing issue 'maintaining urban amenities and environment quality' to recognize that amenity values in areas planned for intensification develop and change over time, in accordance with the NPS UD interpretation of amenity values of urban environments.
Interpretation of terms section 2.0	Addition of definitions for tier 2 Local Authority, urban environment, Tasman's urban environment and well -functioning urban environment
General Objective 2A Section 3.0	Remove 'housing bottom lines' currently forming General Objective 2A (and move those to new Urban Development Objective 5.3). Replace with a new General Objective on Tasman contributing to a well-functioning Nelson Tasman urban environment
Urban Development Section 5.1	Update introductory text on population growth and reference to three new issues: • Providing sufficient housing and business land capacity to meet demand in the urban environment • A lack of variety of homes • Private plan changes can trigger out of sequence or unanticipated development that may not be consistent with providing a well- functioning urban environment
Urban Development Issues section 5.2	Insertion of the three new issues on providing for urban growth and infrastructure, variety of housing and unanticipated or out of sequence, significant urban development capacity
	Amendment of existing urban development issue 5.1 – 'allocation of high quality peri-urban lands' – to update the benefits of managed urban expansion to horticulture. Also updated to explain the need for managed urban expansion and intensification housing opportunities in Tasman, as well as recognising that amenity values in areas planned for intensification develop and change over time
	Amendment of existing urban development issue 5.7 – 'maintenance and enhancement of the quality of the urban environment' – to acknowledge the risk that sprawling or ad hoc commercial developments can have adverse effects on the vibrancy and efficiencies of town centres. Also proposes the role and function of town centres (and neighbourhood centres in the larger towns) should be acknowledged.
Urban Development Objectives section 5.3 and 5.5	Insertion of three new urban development objectives 5.1A, 5.1B, 5.1C : • Providing sufficient housing and business land capacity to meet demand in the urban environment, using the 'housing bottom lines' • Providing for a range of housing types in the towns, including opportunities for medium density dwellings and papakāinga

	• Ensuring a planned built urban form while enabling Council to be responsive to unanticipated or out of sequence plan change proposals for urban development, where those proposals would add significant development capacity and contribute to well-functioning urban environments • Amendment of an existing urban development objective 5.5 on urban environmental quality: • To recognize that amenity values of the urban and built form in areas planned for intensification, develop and change over time
Urban Development policies and methods section 5.4	Insertion of three new urban development policies 5.1A, 5.1B and 5.1C and associated methods: • Details of the ten outcomes sought from new residential and business land capacity, (one of which comprises a range of housing choices), with corresponding methods of implementation • Criteria for 'significant' development capacity proposed in a plan change for urban development, with corresponding methods of implementation • Council's proposed hierarchy of existing commercial centres to provide a focus for retail, commercial, community and entertainment activities that serve the social, cultural, economic and environmental needs of the community, with corresponding methods of implementation. Amendment of an existing urban development policy 5.1 on highly productive land: • To recognize that amenity values of the urban and built form in areas planned for intensification develop and change over time and • Recognizing the need to provide sufficient development capacity to meet demand, with corresponding methods of implementation

Proposed amendments to Tasman Resource Management Plan Volume I (PC81)

There are a very large number of proposed amendments to the TRMP as part of PC81. They include new definitions, new objectives, new policies, new rules and methods, as well as amendment of existing provisions.

The full schedule of amendments to the TRMP can be found in the Schedule of Amendments. Alternatively, Appendix 1 to this report provides a full summary of the proposed changes to the TRMP, by chapter.

Below in Table 6 is a summary of the proposed changes of PC81, focussing on the scope and intent of the change.

NB. Where objectives and policies are changed or added there are also consequential amendments to the methods of implementation and principal reasons and explanation in the TRMP, these are not listed below and the Schedule of Amendments should be consulted.

Table 6 Proposed Amendments to the TRMP

Tasman Resource Management Plan Provision	Proposed amendment
Volume 1: Text Part I – Introductory	
Chapter 2 – Meaning of words	Changes to some meaning of words relevant to the plan change
Volume 1: Text Part II: Land	
Chapter 5 – Site Amenity Effects	Amendment to objective 5.4.2 seeking a wide range of accessible community facilities in urban areas. Amendments proposed to policies on privacy, amenity, daylight, sunlight and outdoor living to recognise that these may develop, change or decrease over time with medium density. Amendment to policies introducing the new medium density residential zone within existing urban areas and referencing Tasman's urban environment under the NPS UD
Chapter 6 – Urban Environment Effects	Significant changes are proposed to the objectives and policies in this chapter: The key ones comprise: • relocation of some policies within this chapter to a new section 6.4A 'land for residential activities' and relocation of some policies relating to Tākaka and Eastern Golden Bay from general sections to the relevant section 6.11 (Tākaka-Eastern Golden Bay) • **Section 6.1.2.1** minor amendment to an objective referencing 'well-functioning' urban environments, spaces and networks • **New section 6.4A** contains a new issue, two new objectives and several new policies. The new issue is on addressing the need for sufficient housing land capacity in the shared tier 2 urban environment over the long term. New proposed objectives and policies will: o unlock more land for housing through intensification and strategic zoning o ensure successful design outcomes and liveability in denser environments o enable the design process in the medium density residential zone to be led by the land use resource consent process o restrict activities that may compromise development of land in accordance with medium density objectives o support infrastructure and public realm improvement to accommodate growth o enable taller buildings in the commercial and central business zone of Richmond and Motueka with residential uses above the ground floor • **Sections 6.5 and 6.6** on land for industrial and commercial activities introduces a new policy on providing a suitable supply of industrial land to meet the district's needs in the long term, implementing an existing objective. • **Section 6.6** on commercial land proposes two new objectives, an amended objective and several new policies, as well as amendment of and

	relocation of some policies, including one on Tākaka and Eastern Golden Bay to section 6.11 (Tākaka-Eastern Golden Bay). New proposed objectives and policies will: o Protect town centre vitality by managing where and how commercial development occurs, including a new hierarchy for existing centres in the District based on National Planning Standards Zone names o Ensure Richmond, Tasman's Metropolitan Centre continues this role for the District as the primary urban centre, including changes to protect town centres from the effects of alternative retail areas o Ensure growth in the Mixed Business Zone is complementary to the Richmond and Motueka CBD Zones o Ensure long-term land supply for commercial needs o Promote efficient infrastructure use and compact urban form o Support mixed-use, vibrant neighbourhoods o Section 6.7 on settlement character and design updates references to settlements with 'urban and rural centre' or 'centre' • **Section 6.8** on Richmond proposes minor updates to existing issues and policies as well as several new policies. New policies will: o Reinforce Richmond's strategic role as the district's primary urban centre o Protect the CBD's vitality by managing commercial growth in surrounding areas o Integrate medium density housing into Richmond's urban fabric with supporting infrastructure and amenity o Enhance liveability through green space including neighbourhood reserves of varying formats and infrastructure planning o enable taller buildings in the commercial and central business zone of Richmond with residential uses above the ground floor • **Section 6.9** on Motueka proposes a new issue on the need to provide a variety of medium density housing options and new policies. These proposed policies will: o Enable more compact, diverse housing in the medium density residential zone o Support vibrant mixed-use environments in Motueka's town centre o Align with the district's objectives for sustainable urban growth and housing choice • **Section 6.10** on Tākaka proposes a new issue and policy on the need for a greater variety of dwelling types, including in the medium density residential zone at Rototai Road • **Section 6.11** on Tākaka-Eastern Golden Bay contains several policies relocated from elsewhere in chapter 6 plus an amended policy on the centres of Tākaka, Collingwood and Pōhara, ensuring their current roles continue. • **Section 6.13** on settlements in or adjoining National Parks updates references to 'settlements' with 'urban and rural centres.' It also includes a relocated existing policy on Marahau and amends an existing policy to include introducing NZ standards on parking facilities. • **Section 6.15** on Māpua introduces new issues relating to the demand for higher density housing and provisions of land for growth. New policies/amendments to policy aim to provide for more intensive comprehensive developments and ensure sufficient 'green' infrastructure including tree cover and active and passive recreation. Other amendments to implement the Mapua Masterplan.

	• **Section 6.16** (Brightwater) has been updated to address flood hazard risk from potential dam break and road noise management for land between Katania Heights and the Brightwater Deviation State Highway. The section now includes amendments to four issues and five policies, as well as a new policy supporting comprehensively designed intensive development in the Medium Density Residential Zone. These changes, as detailed in the Schedule of Amendments (SoA), ensure that development in this area is carefully managed for environmental and infrastructure outcomes, with the latest policy updates and additions clearly identified in the SoA. • **Section 6.17** on Wakefield proposes a new issue and policy on higher density housing options and variety of dwelling sizes and providing those in the medium density residential Zone • **Section 6.18** on Murchison proposes a new issue and policy on the need for more suitable light industrial land
Chapter 7 – Rural Environment Effects	Minor change to this chapter amending an existing policy to enable workers' accommodation in Rural 1 and 2 Zones. **Section 7.3** on Rural residential development in Coastal Tasman Area proposes new policies enabling use of land for plant and animal production by providing for buildings which include workers' accommodation and enabling the same in the Rural 3 Zone
New Chapter 10A- papakāinga development	**New Chapter 10A** on papakāinga development is a significant new chapter in the TRMP, providing guidance for papakāinga development anywhere in the District, filling a current policy gap. It distinguishes between the papakāinga zone and providing for papakāinga development in other zones, aiming to streamline the planning processes and reduce confusion for applicants. It proposes new issues, new objectives and a new policy set. The new objectives enable papakāinga development, in ways that reflect Tāngata whenua's values and support intergenerational wellbeing. The design of papakāinga will be led by Tāngata whenua. The new policies provide for papakāinga development: • On land within the papakāinga zone and through papakāinga development rules for other zones • Guided by Kaupapa Māori and tikanga Māori • With flexible density limits based on site and infrastructure capacity and adverse effects on adjoining properties • Enabling a mix of residential, social, cultural, educational, health, recreational and commercial activities, as long as they align with Tāngata whenua aspirations for the papakāinga
Chapter 11 – Land Transport Effects	Section 11.1 has been updated to include a new objective (11.1.2) and related policy changes, as set out in the Schedule of Amendments (SoA). These amendments strengthen the focus on safe, accessible, and sustainable urban development in the Medium Density Residential Zone by integrating transport planning, reducing reliance on private vehicles, and supporting current and future mobility modes. The new objective and supporting policies reflect the latest recommendations and ensure alignment with best practice for urban intensification.
Chapter 16 – General Rules	Significant changes are proposed to the general rules in Chapter 16 to achieve the new objectives and policies above, involving both amendments to existing rules and new rules.

	Section 16.2 on transport proposes changes to the permitted activity rules to support safe, inclusive and sustainable transport infrastructure across different Zones with an emphasis on active transport, accessibility and future mobility modes. **Section 16.2** proposes changes to the Restricted Discretionary Activity rules by introducing new matters of discretion to give the Council the ability to evaluate and influence key design elements of development proposals to ensure they align with safety, accessibility and sustainability objectives and policies. **Section 16.3.3** on subdivision in the Residential Zone proposes removing the outdated provisions tied to the Richmond Intensive Development Area (to be replaced by the proposed Medium Density Residential Zone). **Section 16.3.3A** introduces a new rule set specifically for subdivision in the Medium Density Residential Zone (MDRZ). These rules establish detailed conditions and matters of discretion for both standard and comprehensive development, ensuring that subdivisions are coordinated with land use consents and that the design, servicing, and integration of new lots meet the objectives of the MDRZ. Minimum density requirements are established. The framework requires that comprehensive subdivisions are either accompanied by, or follow, an approved land use consent—ensuring that the layout, infrastructure, and amenity outcomes are considered holistically rather than in isolation. A key feature is the requirement for alignment with any relevant Outline Spatial Plan (Schedule 16.3D), which guides the spatial arrangement of roads, reserves, and infrastructure for larger or greenfield sites. This approach provides greater certainty for both developers and Council, supports efficient land use, and helps deliver high-quality, well-connected neighbourhoods. **Section 16.3.4.1 on commercial and business zone subdivisions,** minor changes to standards ensure protection of retail focus of central business areas. **Section 16.3.8 on subdivision in the Rural Residential Zone** amends the subdivision rules for the Rural Residential Zone to introduce site-specific minimum lot sizes for new areas rezoned under PC81. The changes allow for smaller lots in certain locations—particularly in Pangatotora—where this is achievable and appropriate, through a new restricted discretionary activity pathway. These amendments are designed to provide greater flexibility for subdivision while ensuring that key conditions are met and Council retains oversight of important matters. Related updates are also made to Schedules 16.3A, 16.3B, and 16.3C to ensure consistency with these new provisions and to require consideration of any relevant land use consents for compact, comprehensive, or intensive development. Amendments are proposed in Schedules 16.3A, 16.3B and 16.3C in section 16.3, including that with subdivision applications, Council will have regard to any land use consent that has been granted for a compact density, comprehensive or intensive development. **New section 16.14 on papakāinga development** proposes new rules for papakāinga development in zones other than the papakāinga zone. These new rules effectively replace 29 pages of current rules with 5 pages of rules and a new Schedule. The new Permitted Activity rule covers the Residential, Medium Density Residential, Rural 1, Rural 2, Rural 3 and Rural Residential Zones. It enables papakāinga development of up to 10 residential units on Māori land across multiple zones, while ensuring that design, amenity, infrastructure, and environmental effects are appropriately managed through a controlled consent process. (A new Schedule of papakāinga development standards is proposed for compliance).

	Where applications meet this rule (building envelope standards are complied with) they will be permitted. The new Restricted Discretionary Activity rule applies to the same zones above, where a papakāinga development does not meet the Permitted Activity rule above and provides a flexible but managed pathway for such development, ensuring that amenity, infrastructure, environmental and cultural considerations are thoroughly assessed. Where applications meet this rule they will be processed without public notification and limited notification will be restricted to specific affected parties only. For papakāinga development proposed in any other Zone of the TRMP, a discretionary activity rule pathway is provided. **Schedule 16.3D Outline Spatial Plans** to apply to specific locations where development of un-developed larger-lot or 'greenfields' development is anticipated through new or updating MDRZ zoning. OSPs aim to bridge the gap between objectives and policy that seek well-functioning urban environments and the specific design of subdivision and land use applications. Alignment of proposed subdivision and land use consent applications with relevant OSP ensures a more direct pathway for consents approvals.
Chapter 17 – Zone rules	A significant number of changes are proposed to chapter 17 to achieve the new objectives and policies above, involving both amendments to existing rules as well as new rules. Throughout chapter 17, for various activity statuses and in all zones, conditions concerning noise generated by the activity have been amended, such that the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, change to Monday to Sunday and including (rather than excluding) public holidays. This is so that Sunday and public holiday noise limits are consistent with NZS6802:2008 and will result in clearer enforceable provisions. Chapter 17 is also updated with the proposed deletion of the rules on papakāinga development (now in new section 16.4 above in general rules chapter 16) and rules in the now historic Richmond Intensive Development Area. **Section 17.1A** introduces a comprehensive framework for building construction and alteration in the Medium Density Residential Zone (MDRZ). Standard density residential development is permitted, subject to clear limits on dwelling numbers, height, coverage, setbacks, servicing, and flood risk. For comprehensive development (two or more dwellings on a site), proposals are assessed as Restricted Discretionary Activities and must achieve a pass score in the Medium Density Design Matrix (Schedule 17.1AA). The rules are designed to be flexible: if a proposal does not meet all conditions, it remains Restricted Discretionary, with additional matters of discretion applied, rather than escalating to a higher activity status. Alignment with Outline Spatial Plans is required where applicable. There is no Discretionary or Non-Complying Activity status for comprehensive development in the MDRZ—applications are managed within the Restricted Discretionary framework, providing clarity and certainty for applicants. These changes, as set out in the Schedule of Amendments (SoA), streamline the consenting process and reinforce quality design and infrastructure outcomes for medium density housing. **Section 17.2** concerns amendments to the Central Business and Commercial Zones, extending the height of buildings in Richmond and Motueka to 13 metres rather than 10 metres, to better provide for town centre living opportunities above ground floor in Richmond and Motueka centres.

	Section 17.2 also includes a new rule for commercial buildings constructed in the area of the Mapua waterfront. This is a change from permitted activity to controlled activity, allowing consideration of design aspects for these buildings to ensure that they achieve the expert design recommendations for the area. **Section 17.3 mixed business zone** rules changes to retail activity, providing constraints on retail activity in the zone (to better implement the urban centres hierarchy). Key changes include limits to the type of activity, floor area and road frontage. **Section 17.4** provides amendments to the Industrial Zone and a new condition on vehicle access to sites west of Main Road Hope, in the vicinity of site T-35 to be rezoned as part of this plan change. New conditions also on vehicle access to the Network Tasman site at 24 Main Road, Hope. **Section 17.5** on the Rural 1 Zone proposes amendments and new conditions and matters of control and discretion relating to workers' accommodation. Outdated site specific provisions relating to Network Tasman's Hope site are deleted as well as papakāinga provisions now replaced by new rules. The **Network Tasman site** is proposed to be zoned Light Industrial as part of PC81, making the existing Schedule for an industrial site in a Rural Zone redundant. **More flexible but Controlled rules are proposed for workers' accommodation**, with minimum site size reduced from 12ha to 5,000 sq m and a maximum occupancy of 35 persons as a controlled activity. New matters of discretion are proposed for workers' accommodation as a Restricted Discretionary Activity. **Section 17.6** on the Rural 2 Zone and section 17.1 on the Rural 3 Zone propose deleting outdated papakāinga provisions now replaced by new rules above. These sections also propose new conditions and matters of control and discretion relating to workers' accommodation, similar to section 17.5. **Section 17.8** on the Rural Residential Zone also proposes deleting outdated papakāinga provisions. **Section 17.13** proposes amendments to permitted land uses within the Papakāinga Zone. Papakāinga development in other zones is dealt with in new section 16.14. The changes to 17.13 **enable more flexible permitted activities in the Papakāinga Zone** and the standards are changed so that the Papakāinga Zone in urban areas has the same building envelope standards as their residential zone neighbours. The standards of the operative Papakāinga Zone assumed papakāinga would only be rural and not in urban zones, but this has proven to be incorrect. In addition to the Permitted Activity status, resource consent status for papakāinga development in the Papakāinga Zone is proposed to change from Discretionary to Restricted Discretionary, where the permitted standards are not met. The resource consent application assessment is then focussed on matters of discretion and there would be no public notification of consents, but limited notification is still possible. Some new standards are also introduced that did not previously exist on wastewater, potable water and firefighting water. Otherwise the standards are based on existing ones. **Section 17.14** on **Deferred Zone rules** amends Schedule 17.14A 'Deferred Zone locations' inserting sites proposed for rezoning as part of PC81 that are deferred for infrastructure or servicing.
Chapter 19- Information requirements	Information required for land use or subdivision consent applications, includes **new information requirements**. These comprise a completed assessment of the development against the Medium Density Housing Design Matrix in Schedule

	17.1AA, reasons why a comprehensive development is not appropriate or achievable for the site, assessments related to maximum possible density and market demand for the size of lots or houses proposed. Amendments to this chapter also reflect Mixed Business Zone changes.
Volume 1 - Part II Appendix 2 Urban Design Guide which applies to Development Areas in Tasman.	**Appendix 2 to Volume 1 of the TRMP** contains the **Urban Design Guide** which applies to development areas in Motueka West, Māpua and Richmond and changes are proposed to this to align the Guide with the goals of the Medium Density Residential Zone.
Volume 1 - Part V1 Discharges **Chapter 36 Rules for Contaminant Discharges**	Part VI of Volume I of the TRMP provides rules for contaminant discharges. This is proposed to be updated, removing the Permitted Activity rule for the now superseded Richmond Intensive Development Area. Chapter 36 has been amended to introduce a more stringent standard for new domestic wastewater discharges in the new Wastewater Management Area at Little Ōnahau. Specifically, the maximum application rate for wastewater disposal fields in the Little Ōnahau Rural Residential Zone and the adjoining Light Industrial Zone has been reduced from 2 millimetres per day to 1 millimetre per day. This change reflects the site's sensitivity and aims to better protect groundwater and surface water quality in this area. The updated rule ensures that new wastewater discharges in Little Ōnahau are managed to a higher standard than elsewhere in the Wastewater Management Area, as set out in the Schedule of Amendments (SoA).

Proposed amendments to Tasman Resource Management Plan Volume II (PC81)

The following sites (Table 7) are proposed to be zoned as part of PC81.

Any sites highlighted blue were changed following engagement on the draft PC81 and notification.

Sites highlighted red have been deleted from the plan change between engagement and notification.

Māpua sites did not form part of the engagement draft of PC81 but have been added for the notification stage, following adoption of the MMP in August 2025.

Table 7 PC81 sites and proposed zone changes

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
Richmond	T-112a	Salisbury Road, Richmond	Delete Tourist Services Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan.
Richmond	T-112b	Salisbury Road, Richmond	Delete Residential Zone. Add Medium Density Residential Zone.
Richmond	T-112c	Salisbury Road, Richmond	Delete Tourist Services Zone. Add Open Space Zone.

Richmond	T-114a	216 Eyles Road, Richmond	Delete Rural 2 Zone. Add Rural Residential Zone.
Richmond	T-114b	216 Champion Road, Richmond	Delete Rural 2 deferred Rural Residential Serviced Zone. Add Rural Residential Zone.
Richmond	T-114c	216 Champion Road, Richmond	Delete Rural 2 deferred Rural Residential Serviced Zone. Add Rural Residential Serviced Zone.
Richmond	T-115a	Berryfields (Lower Queen Street), Richmond	Delete Mixed Business Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan
Richmond	T-115b	Berryfields (Lower Queen Street), Richmond	Delete Mixed Business Zone. Add Commercial Zone. Add Outline Spatial Plan
Richmond	T-115c	Berryfields (Lower Queen Street), Richmond	Delete Mixed Business Zone. Add Open Space Zone.
Richmond	T-117	Gladstone Road, Richmond	Delete Residential Zone. Add Mixed Business Zone.
Richmond	T-122a	Main Road Hope, Richmond	Delete Rural 1 Zone. Add Rural 1 deferred Mixed Business Zone.
Richmond	T-178a	Gladstone Road, Richmond	Delete Residential Zone. Add Medium Density Residential Zone. Add Richmond Intensive Development Precinct.
Richmond	T-223a	Champion Road, Richmond	Delete Rural Residential Serviced Zone. Add Rural 2 Zone.
Richmond	T-223b	Champion Road, Richmond	Delete Rural Residential Serviced Zone. Add Residential Zone.
Richmond	T-22a	Richmond Central	Delete Residential Zone. Add Medium Density Residential Zone. Add Richmond Intensive Development Precinct. Add Outline Spatial Plan for 120 Wensley
Richmond	T-22b	Richmond Central	Delete Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan for 330 Hill Street. Changed from engagement to notification draft, adding site adjacent T-22c comprising 48, 50, 52, 54 and 56 Oxford St proposed to be rezoned from Central Business Zone to Medium Density Residential Zone with Richmond Intensive Development Precinct overlay. These properties already formed part of FDS site T-22

Richmond	T-22c	Richmond Central	Delete Central Business Zone. Add Medium Density Residential Zone. Add Richmond Intensive Development Precinct.
Richmond	T-22d	Richmond Central	Delete Central Business Zone. Add Open Space Zone.
Richmond	T-232a	Appleby Highway, Richmond	Delete Light Industrial Zone. Add Residential Zone. Changed from engagement to notification draft, add Medium Density Residential Zone, add Outline Spatial Plan. Change to Medium Density Residential Zone was a landowner request. *
Richmond	T-232b	Appleby Highway, Richmond	Delete Rural 1 deferred Residential Zone. Add Residential Zone. Changed from engagement to notification draft, add Medium Density Residential Zone, add Outline Spatial Plan. Change to Medium Density Residential Zone was a landowner request. *
Richmond	T-233	Richmond Central	Delete Commercial Zone. Add Central Business Zone.
Richmond	T-35a	Main Road Hope, Richmond	Delete Rural 1 Zone. Add Rural 1 deferred Light Industrial Zone.
Brightwater	T-002	Lord Rutherford Rd N, Brightwater	Delete Residential Zone. Add Medium Density Residential Zone.
Brightwater	T-103	Lord Rutherford Rd N – Ellis St, Brightwater	Delete Residential Zone. Add Medium Density Residential Zone.
Brightwater	T-104a	Katania Heights, Brightwater	Keep current Residential Zone. Add Brightwater Development Area.
Brightwater	T-104b	Katania Heights, Brightwater	Delete Rural 1 Zone. Add Residential Zone. Add Brightwater Development Area.
Brightwater	T-106	Ellis Street, Brightwater	Delete Light Industrial Zone. Add Commercial Zone.
Brightwater	T-171	SH6, Brightwater	Delete Tourist Services Zone. Add Light Industrial Zone. Changed from engagement to notification draft, site enlarged to include adjacent 30 Factory Road (T-171a). Change was a landowner request*
Brightwater	T-171a	SH6, Brightwater	Delete Rural Industrial Zone. Add Light Industrial Zone.
Brightwater	T-198a	Higgins Road, Brightwater	Delete Rural 1 Zone. Add Rural Residential Zone.
Wakefield	T-108	Bird Lane, Wakefield	Delete Rural 1 Zone. Add Rural 1 Deferred Light Industrial Zone.
Wakefield	T-29a	Wakefield Central	Delete Residential Zone. Add Medium Density Residential Zone. Changed from engagement to

			notification draft, site enlarged to include properties west of Pitfure road following feedback. Change was a landowner request. An Outline Spatial Plan now applies for part of the area. *
Wakefield	T-29c	Wakefield Central	Delete Light Industrial Zone. Add Medium Density Residential Zone.
Wakefield	T-30	Wakefield Central	Delete Residential Zone. Add Medium Density Residential Zone.
Wakefield	T-194a	Whitby Road / Higgins Road, Wakefield	Delete Rural 1 Zone. Add Rural 1 deferred Medium Density Residential Zone. Add Outline Spatial Plan.
Wakefield	T-194b	Whitby Road / Higgins Road, Wakefield	Delete Rural 2 Zone. Add Rural 2 deferred Residential Zone and Wakefield Development Area. Add Outline Spatial Plan.
Wakefield	T-194c	Whitby Road / Higgins Road, Wakefield	Delete Rural 2 Zone. Add Rural 2 deferred Medium Density Residential Zone. Add Outline Spatial Plan
Moutere	T-226	Stringer Road, Redwood Valley	Delete Rural 3 Zone. Add Papakāinga Zone
Motueka Valley	T-17a	College Street / Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka Valley	T-17b	College Street	Delete Rural 1 Zone. Add Papakāinga Zone.
Motueka Valley	T-17c	Hursthouse Street	Delete Rural 1 Zone. Add Rural Residential Zone.
Motueka Valley	T-17d	Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka Valley	T-213	Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka Valley	T-205	Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka	T-189a	Pā Street / Atkins Street, Motueka	Delete Residential Zone. Add Papakāinga Zone.
Motueka	T-190a	High Street	Delete Tourist Services Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan. Change from engagement to notification draft – add Deferred Medium Density Residential Zone due to servicing requirements.
Motueka	T-190b	High Street	Delete Rural 1 deferred Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan. Change from engagement to notification draft - add Deferred Medium

			Density Residential Zone due to servicing requirements.
Motueka	T-190c	Whakarewa Street / High Street	Delete Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan. Due to minimal servicing impact this site can be rezoned to MDRZ now (endorsed by the FDS implementation board 22nd May 2025)
Motueka	T-190d		Change from engagement to notification draft, new site but an FDS site. Delete Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan. Change arose following infrastructure clarifications as well as the landowner being the same as T-190a and b. Including site T-190d in PC81 will provide access to T-190a and T-190b
Tākaka	T-138a	Rototai Road, Tākaka	Delete Rural 1 Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan
Tākaka	T-140a	Tākaka–Collingwood Highway	Delete Rural 2 Zone. Add Rural Residential Zone. Add Wastewater Management Area, due to soils and advice from onsite wastewater designer.
Tākaka	T-144	Park Avenue, Tākaka	Delete Rural 1 Zone. Add Rural 1 deferred Residential Zone.
Tākaka	T-182a	Tākaka–Collingwood Highway	Delete Rural 2 Zone. Add Light Industrial Zone. Add Wastewater Management Area, due to soils and advice from onsite wastewater designer.
Tākaka	T-227	Pōhara Valley Road, Onetahua Marae, Pōhara	Delete Residential Zone. Add Papakāinga Zone.
Tākaka	T-228	Motupipi Street, Tākaka	Delete Rural 1 Zone. Add Light Industrial Zone.
Tākaka	T-229	Motupipi Street, Tākaka	Delete Residential Zone. Add Light Industrial Zone.
Tākaka	T-230	Motupipi Street, Tākaka	Delete Rural 1 Zone. Add Light Industrial Zone.
Murchison	T-234	26 and rear of 20 Fairfax Street, Murchison	Change from engagement to notification draft, new site. Delete Rural 2 Zone. Add Light Industrial Zone. As a result of T-148a being removed from PC81, this new light industrial site is proposed. Scored well in MCA and generally supported by landowners.*
Murchison	T-150	Waller/Fairfax Street, State Highway 6, Murchison	Delete Residential Zone. Add Commercial Zone.
Tapawera	T-217	Main Road Tapawera	Delete Light Industrial Zone. Add Residential Zone.

St Arnaud	T-181a	Korere–Tophouse Road	Delete Rural 2 Zone. Add Rural Residential Zone.
St Arnaud	T-219a	Korere–Tophouse Road	Delete Rural 2 Zone. Add Rural Residential Zone.
Māpua	T-235a	6,8,10 and 12 Tahi Street	Delete Residential Zone. Add Recreation Zone. Add Outline Spatial Plan
Māpua	T-235b	14 and 16 Tahi Street	Delete Residential Coastal Zone. Add Recreation Zone. Add Outline Spatial Plan
Māpua	T-236	23 and 25 Aranui Road, Māpua	Delete Residential Zone. Add Commercial Zone. Add Outline Spatial Plan
Māpua	T-237a	Part 120 Higgs Road	Delete Rural 1 deferred Residential. Add Medium Density Residential. Add Outline Spatial Plan*
Māpua	T-237b	29 Jessie Street	Delete Residential and Part Rural 1 deferred Residential. Add Medium Density Residential. Add Outline Spatial Plan *
Māpua	T-237c	148 Higgs Road	Delete Rural 2. Add Residential. Add Outline Spatial Plan
Māpua	T-237d	140 Higgs Road 142 Higgs Road 144A Higgs Road 144 Higgs Road 146 Higgs Road	Delete Rural 1 deferred Residential. Add Residential. Add Outline Spatial Plan *
Māpua	T-237e	120 Higgs Road	Delete Rural 1. Add Open Space. Add Outline Spatial Plan
Māpua	T-237f	120 Higgs Road	Delete Residential. Add Open Space. Add Outline Spatial Plan
Māpua	T-237g	86 Higgs Road	Delete Rural 1 deferred Residential. Add Rural 1 deferred Medium Density Residential. Add Outline Spatial Plan *
Māpua	T-238a	35 Higgs Road	Delete Residential. Add Medium Density Residential. Add Outline Spatial Plan *
Māpua	T-238b	33 Higgs Road	Delete Residential. Add Medium Density Residential. Add Outline Spatial Plan *
Māpua	T-238c	35 Higgs Road	Delete Rural 1 deferred Residential. Add Rural 1.
Māpua	T-239	Part 120 Higgs Road	Delete Rural 1 deferred Residential. Add Commercial.

Māpua	T-240	109 and 119 Aranui Road, Māpua	Delete Rural Residential deferred Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan *
Māpua	T-241	0 Seaton Valley Road	Delete Rural 1 Deferred Residential Zone. Add Open Space Zone. Add Outline Spatial Plan
Māpua	T-242	150 Māpua Drive, Māpua	Delete Rural 1 Deferred Residential Zone. Add Commercial Zone. Add Outline Spatial Plan
Māpua	T-243	107a/b Aranui Road	Delete Rural Residential Deferred Residential Zone. Add Rural Residential (serviced). Add Outline Spatial Plan
Māpua	T-244	18 and 34 Stafford Drive	Delete Rural 1 deferred Light Industrial. Add Light Industrial. Add Outline Spatial Plan
Māpua	T-245	29 and 53 Seaton Valley Road	Delete Stage 2 deferred 2031. Add Residential. Add Outline Spatial Plan *
Māpua	T-246a	Higgs Road	Delete Residential. Add Residential deferred Medium Density Residential. Add Outline Spatial Plan *
Māpua	T-246b	Higgs Road	Delete Residential. Add Medium Density Residential. Add Outline Spatial Plan *
Māpua	T-247	57, 59 and 69 Stafford Drive	Delete Rural 1 deferred Rural Residential (serviced). Add Rural Residential (serviced).
Māpua	T-248	5 Seaton Valley Road	Delete Rural 1 deferred Residential. Add Commercial.
Māpua	T-249	Part 55 Higgs Road	Delete Rural 1 deferred Residential. Add Rural 1. Add Outline Spatial Plan
Māpua	T-250	59 Seaton Valley Road	Delete Stage 2 deferred 203. Add Rural 1 deferred Medium Density Residential . Add Outline Spatial Plan
Māpua	T-11a	120, 122, 132, 140, 154, 156, 164 and Seaton Valley Road	Delete Rural Residential. Add Rural Residential deferred Residential. Add Outline Spatial Plan
Māpua	T-11b	Part 49 Stafford Drive	Delete Rural 1. Add Rural 1 deferred Medium Density Residential. Add Outline Spatial Plan
Māpua	T-42a	Part 49 Stafford Drive	Delete Rural 1 deferred Rural Residential. Add Rural 1 deferred Residential. Add Outline Spatial Plan
Māpua	T-42b	Part 49 Stafford Drive	Delete Rural 1 deferred Rural Residential. Add Rural 1. Add Outline Spatial Plan
Māpua	T-33	69, 71, 75, 97, 107, 109, 113, 125, 129, 131 Seaton Valley Road (Seaton Valley hills)	Delete Rural Residential. Add Rural Residential deferred Medium Density Residential. Add Outline Spatial Plan

***Denotes (a) sites that have changed from the engagement to the notification of PC81 and comprise urban development and (b) a site that has been amended since the FDS or is a new site**

and was not already assessed using the FDS multi criteria and (c) indicates that the site has therefore been recently assessed for PC81 using the 21 FDS multi criteria.

8. How was the Scale and Significance Evaluated?

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

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

The scale and significance can also be affected by the reason for the change and this has been taken into account in assessing this.

8.1 Evaluation of Scale and Significance

The evaluation process, and the items that have been used to test the level of scale and significance are set out in the table 2 below. Following this is a statement of what level of scale and significance has been applied to this topic and a summary of why this level is considered appropriate.

Table 8 – Scale and Significance

	Low	Medium	High
Degree of change from the Operative Plan or the status quo		✓	
Effects on matters of national importance (s6)	✓		
Effects on Other Matters (s7)	✓		
Relevant to the principles of the Treaty of Waitangi (s8)	✓		
Relevance to Te Ao Māori, Iwi management plans and level of interest expressed by iwi		✓	
Scale of effects geographically (local, district wide, regional, national), and duration of likely effects		✓	
Scale of effects on people (how many will be affected and degree of interest – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)		✓	
Scale of effects on those with specific interests, e.g., industry groups	✓		
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? Is it consistent, inconsistent or contrary to those? Is this a new issue in the region? Or have uncertainties around evidence, or benefits and costs	✓		
There is a low degree of policy risk for Council as the majority of the plan change has already been publicly consulted on and ngā iwi have been involved in this plan change and both the community and ngā iwi had the opportunity to be involved with future growth patterns via the adopted Nelson Tasman FDS 2022-2052. *Effects arising from PC81 have already been considered by the FDS, a higher order document. Some effects are also considered by other higher order documents such as the NPS UD and TRPS C1 e.g. the change to the interpretation of amenity in respect of intensification.* *Tables in sections 9 and 10 demonstrate that the benefits of PC81*			

	Low	Medium	High
outweigh the costs and uncertainties around evidence for PC81 do not arise.			
Likelihood of increased costs or restrictions on individuals, communities or businesses	✓		

Overall the scale and significance of PC81 is assessed as low-medium, hence the detail provided within this evaluation is commensurate with the scale and significance of the environmental, economic and cultural effects that are anticipated. The rigour of the analysis for the preparation of the FDS, involvement of ngā iwi, extent of public consultation for the FDS, as well public engagement for this plan change, has influenced the selection of the low-medium level of significance overall. Landowners may be affected to a slightly greater extent by the introduction of the Medium Density Residential Zone due to the fragmentation that exists in landownership in and around our towns which could be intensified for housing. However this zone is proposed on land already identified in the FDS for such purposes.

9. Assessment of appropriateness of the Proposed Objectives to achieve the purpose of the Act?

9.1 Evaluation Context

Section 32 (1) (a) requires an evaluation of the extent to which the '*objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act.'*

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

The decision of the Supreme Court in Environmental Defence Society Inc v New Zealand King Salmon Company Limited (2014) means that in relation to Part 2 of the RMA where planning documents are established (have gone through their formulation process), they can be assumed to be in accordance with Part 2. Lower-level planning documents (e.g. plans) can therefore concentrate on giving substance to the provisions of the next level up in the hierarchy, rather than going back to consider Part 2 of the RMA in the preparation of these documents.

Therefore, the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act can be reframed, as *the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the NPS-UD, objectives of the TRPS and having regard to the objectives of the FDS.*

The new proposed and amended objectives of PC81 are:

- A change to an existing objective which refines the objective to focus on community activities in urban areas (5.4.3)
- Urban environments including buildings, places, spaces and networks are well functioning (6.1.2.1)
- Accommodation of a wide range of residential activities on land zoned for residential purposes in urban areas (6.4A.2.1)
- That Council plans for greater intensification, responding to housing needs, demand and the town's planned urban built character while incorporating density and quality urban design outcomes (6.4A.2.2)

- That Council provides capacity for suitably located commercial land to provide for regional and district needs for the medium to long term (6.6.2.3) *(note – a similar objective already exists in the TRMP, 6.5.2.2 on a supply of suitably located industrial land to provide for the long term).*
- To establish a hierarchy of existing commercial centres in Tasman, to minimize potential risk to town centres' health from sprawling or ad hoc commercial developments, as a result of growth (6.6.2.4)
- To refer to a commercial environment (rather than business environment) being a high quality and high amenity environment with minimal environmental effects (6.6.2.2)
- To refer to the maintenance and enhancement of the distinctive characters of urban and rural centres (rather than settlements) (6.7.2)
- That papakāinga development is enabled to empower Tāngata Whenua to live on their ancestral land (10A.2.1)
- Tāngata Whenua are supported to exercise rangatiratanga over the development and use of their ancestral land through papakāinga (10A.2.2)
- A safe, efficient and resilient transport system that integrates with land use supports a range of travel modes (11.1.2)

Parts of the NPS UD require Council to give effect to it through the TRMP. While not all aspects of the NPS-UD are within the scope of PC81, it has given effect to key requirements as follows:

- Objective 3 – District Plans enable more people to live in and more businesses and community services to be located in areas of an urban environment, where the area is in or near a centre, or well served by public transport, or high demand exists for housing or for business land in the area [3]
- Policy 5 – District Plans enable heights and density or urban form commensurate with the greater of the level of accessibility by public transport or relative demand for housing and business use in that location
- Policy 7 – Tier 2 Authorities set housing bottom lines for the short, medium and long term in their regional policy statements and district plans
- Policy 9 – Take into account the principles of the Treaty of Waitangi in relation to urban environments, by involving hapū and iwi in the preparation of RMA planning documents in accordance with tikanga Māori and considering their values and aspirations for urban development when preparing RMA planning documents
- Clause 3.6 – housing bottom lines to be inserted into the district plan
- Clause 3.11 – when making or changing plans, local authorities must clearly identify the resource management issues being managed and use evidence from HBAs and NPS UD

[3] This NPS UD demand objective was mirrored in criterion 4 of the 21 FDS assessment criteria - sites within urban areas were assessed for level for demand by considering the land value to capital value ratio for individual properties, to help identify areas where intensification would be more viable, in the short to medium term.

monitoring reports, to assess the impact of different regulatory and non-regulatory options for urban development in their s.32 reports

- Clause 4.1 – timeframes for implementation of provisions of the NPS UD.

The objectives of the TRMP were also reviewed as to their scope and whether they sufficiently provided for the objectives of TRPS C1.

It is helpful to also consider alternative objectives to those proposed to examine the extent to which the proposed objective(s) are the most appropriate to achieve the purpose of the RMA/established planning documents. Given PC81 is largely responding to national direction, the options at an objective level are limited. This section of the report analyses the list of options from section 5.0 to examine the extent to which the suite of proposed objectives is the most appropriate way of achieving the purpose of the Act/established planning documents.

Given the scale and significance of the plan change is assessed as low-medium overall in section 8 of this report, this analysis is relatively high level.

For the purposes of this s.32 evaluation the following criteria form the basis for assessing the appropriateness of the proposed objectives:

Table 9 Assessment Criteria

Category	Criteria
Relevance	• Directed to addressing a resource management issue • Focused on achieving the purpose of the Act • Assists the Council to carry out is statutory functions (RMA s.30 and s.31) • Within scope of higher-level documents
Feasibility	• Acceptable level of uncertainty and risk • Realistically able to be achieved within Council's powers, skills and resources
Acceptability	• Consistent with identified iwi/Māori and community outcomes • Will not result in unjustifiably high costs on the community or parts of the community

9.2 Evaluation of the proposed and amended objectives

The proposed and amended objectives of the proposal are evaluated below to determine whether they are the most appropriate way to achieve the purpose of the Act/established planning documents – taking account of King Salmon.

The assessment groups together some related urban development proposed objectives for assessment as follows:

- Appropriateness of new and amended objectives related to land for residential activities
- Appropriateness of two new objectives on land for commercial activities
- Appropriateness of two new objectives on papakāinga.

Appropriateness of two new objectives and two amended objectives related to land for residential activities

Table 10 Appropriateness Assessment

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2	
6.4A.2.1 Accommodation of a wide range of residential activities on land zoned for residential purposes in urban areas. **6.4A.2.2** Intensification achieves a variety of housing types and sizes – close to centres and within identified areas – that responds to: (a) housing needs and demand; (b) the town's planned urban built character; and promotes and incorporates density and quality urban design outcomes into development **Existing objective 6.1.2.1 amended:** Urban environments including buildings, places, spaces and networks are well-functioning and ~~that~~ together, by design, sustain towns as successful places to live, work and play. **Existing objective 11.1.2 amended:** A safe, efficient, and resilient transport system that integrates with land use, supports a range of travel modes, and where any adverse effects of the subdivision, use, or development of land on the transport system are avoided, remedied, or mitigated.	
General intent of new and amended objectives:	
To provide sufficient dwelling capacity to meet demand in the urban environment but also to provide for well-functioning urban environments with capacity for the right type of housing in the right place– sufficient denser, attached dwellings, making more efficient use of land. The issue of lack of variety of dwellings also applies to parts of Tasman's rural environment e.g. Tākaka. New objectives address two of the key resource management issues identified in section 4. Amended urban environment and transportation objectives ensure development is consistent with the requirement to provide for well-functioning urban environments that recognise the changing nature of transportation and provision for vehicle access.	
Other objective options	
Status quo: Do not update the TRMP with new objectives, instead relying on its existing provisions giving effect to the NPS UD and TRPS C1	
Alternative: Amend the TRMP but with fewer objectives and less prescription with one new overarching objective only	
Existing relevant objectives in the Plan	
Objective 6.1.2.2: *A wide range of living opportunities in urban locations*	The TRMP contains existing objectives like this one which relate to the proposed objectives, but they do not refer to medium density residential development in Tasman's larger towns. The reference to urban design principles is also a little vague.

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
that incorporate urban design principles			
Objective 6.2.2.2: *Urban growth and sufficient opportunities, including redevelopment opportunities that encourage more efficient use of land, energy and provision of infrastructure, services and amenities*	Objective 6.2.2.2 refers to more efficient redevelopment of land for urban growth but does not provide context on how that may be achieved e.g. medium density residential development in Tasman's larger towns.		
Objective 6.2.2.3: *For the period 2024 to 2054, the minimum sufficient development capacities for housing in the Tasman portion of the Nelson-Tasman Urban Environment are provided*	Objective 6.2.2.3 relates to overall housing bottom lines for Tasman (as required by the NPS UD) but does not go into the detail of demand for smaller, attached dwellings or the lack of capacity of that typology.		
	Proposed objectives option (a)	**Objective option (b) (Status quo)**	**Objective option (c)**
	Introduce new objectives to the TRMP to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives. The overall structure of the TRMP is retained but new objectives are added or existing ones amended	**Do not update the TRMP with new objectives instead relying on its existing objectives to give effect to the NPS UD and TRPS C1**	**Amend the TRMP but with fewer objectives and less prescription with one new overarching objective only (6.4A.2.1)**
Relevance:			
Directed to addressing a resource management issue	The proposed objectives 6.4A.2.1 and 6.4A.2.2 address two of the key resource management issues in section 4.1 of this report on providing sufficient capacity of denser attached dwellings, the current lack of variety of dwellings and the consequential inefficient use of land where urban expansion is proposed but typologies are not sufficiently varied.	To rely on the existing objectives in the TRMP, summarised above, would not provide emphasis on the need for greater provision of smaller homes in Tasman District and the benefits of such density to meet certain housing need. The existing objectives also do not provide context on how redevelopment opportunities might encourage more efficient use of land, they simply state the housing capacity needed	Solely overarching objective 6.4A.2.1 could be proposed in PC81 and not the more detailed objective 6.4A.2.2. Part of the NPS UD could be given effect to, (objective 3), but not policy 5 of the NPS UD (see above). This approach would also do little more than repeat a proposed objective in the TRPS under Change 1 - objective 5.1B, that towns have a diverse range of housing types. It would not identify that comprehensive housing in the new Medium

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	The proposed objectives highlight the regulatory move towards intensification, close to centres and within identified areas, to increase diversity in typology and make more efficient use of land. Amended objectives ensure that capacity provided for is consistent with well-functioning urban environments, appropriately supported with multimodal and fully integrated transportation networks. The proposed objectives give effect to objective 3 and policy 5 of the NPS UD above, which provide directions for District Plans. The proposed objectives also give effect to the proposed urban development objectives 2A, 5.1A and 5.1B of the TRPS C1 concurrent with this plan change on contributing to a well-functioning urban environment, providing sufficient housing land capacity and providing a diverse range of housing types including medium density. The proposed TRMP objectives as part of PC81 seek to provide capacity for the right type of housing in the right town and a range of housing types. In doing so they broaden the scope from the existing objectives to cover the range of outcomes that the new associated policies and methods need to achieve.	and that more efficient use of land is sought. To rely on the status quo would likely not provide sufficient capacity of the right type of dwellings to meet demand, indeed it has not achieved this to date. While 29% of Tasman residents prefer a duplex, terraced house or apartment in a 2021 survey, 90% of dwellings were stand alone typologies in 2018 in Tasman. The status quo option would not address the key resource management issues in section 4.1, other than striving to provide sufficient capacity of housing overall (existing objective 6.2.3.3).	Density Residential Zone can provide a way of securing medium density housing, which the second proposed TRMP objective does, 6.4A.2.2. Further regulatory change with a second objective, is required to proactively address the key resource management issues in section 4.1 of this report, notably that Council's recent HBA 2024 shows a consistent shortfall of supply of small, attached dwellings. By not including two proposed objectives in the 'land for residential activities' section of the TRMP, there would doubtless be greater debate at the consenting stage or private plan change hearing, over the detail of how greater variety of dwellings could be provided, without successfully addressing the need.

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	The proposed provisions provide for the current shortage of smaller attached homes as demonstrated in Council's HBA 2024 and the significant demand for medium density dwellings such as (duplex, terraced house or apartment). In Council's housing preferences survey 2021, 29% of Tasman's residents preferred such a dwelling (income constrained survey.) Amendments to transportation objective 11.1.2.1 and urban environments 6.1.2.1 ensure alignment with the NPS-UD regarding well-functioning urban environments that take a multi-modal integrated approach to transportation.		
Focused on achieving the purpose of the Act	The proposed two new objectives promote the sustainable management of natural and physical resources by seeking for Tasman to contribute to a well-functioning Nelson Tasman urban environment (giving effect to proposed General Objective 2A in TRPS C1) and explaining how the efficient use of land will be required close to centres and within identified areas. By providing a range of housing types and sizes this will provide for peoples' and communities' social, economic and cultural wellbeing.	The existing objectives go some way to achieving the purpose of the Act e.g. efficient use of land, but existing objectives 6.2.2.2 and 6.2.2.3 do not provide as much context on how that can be achieved in relation to housing, as the proposed objectives (which proposed intensification). This means in all probability that to rely on existing objectives, insufficient dwelling capacity of the right type would be provided in Tasman, which in turn would not provide for peoples' and communities' social, economic and cultural wellbeing.	Solely overarching objective 6.4A.2.1 could be proposed in PC81 and not the more detailed objective 6.4A.2.2. This would be similar to existing objectives in the TRMP on land for residential activities and would not make clear that further regulatory change is required, (via the new Medium Density Residential Zone), to achieve sustainable management of resources in Tasman and deliver new housing.

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	Proposed objective 6.4A.2.2 aligns with secondary legislation (NPS UD) by promoting quality urban design but stopping short of protecting and enhancing amenity in intensification areas. The NPS UD has acknowledged that in urban environments, a trade off may be made in planning decisions on intensification, as they may detract from amenity values appreciated by some people but improve amenity values appreciated by other people. The NPS UD also acknowledges in policy 6 that the changes brought about to an area from plan changes are not, of themselves an adverse effect. Amendments to transportation objective 11.1.2.1 and urban environments 6.1.2.1 ensure alignment with the NPS-UD regarding well-functioning urban environments that take a multi-modal integrated approach to transportation. Objective 11.1.2.1 provides for a more appropriate and efficient objective for context for changes required by the NPS-UD relating to parking (Policy 11), de-emphasising the dominance of private vehicles in favour of active, public and multi-modal, transportation.		
Assists the Council to carry out is statutory functions (RMA s.30 and s.31)	Section 31 of the RMA prescribes the functions of territorial authorities and 31 (aa) requires councils to establish,	The existing TRMP objectives alone do not provide sufficient context to explain how Tasman might provide sufficient housing	If only objective 6.4A.2.1 was proposed, seeking a wide range of residential activities on residential zoned land, such minimal

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	implement and review objectives to ensure that there is sufficient development capacity in respect of housing land to meet demand. Existing objectives in the TRMP and relevant proposed urban development objectives in TRPS C1 alone would not assist Council in carrying out its statutory functions as well as the two new residential objectives in PC81. They are required to assist Council to carry out its housing land capacity functions. The two proposed objectives enable policies and methods to be proposed which will provide sufficient housing and business land capacity to meet expected demand and of the right type. The NPS UD, a planning instrument under the RMA, requires tier 2 Councils like Tasman to provide sufficient capacity for both standalone dwellings and attached dwellings, supported by well-functioning urban environments that have connected multi-model transportation networks. The proposed new objectives therefore directly assist the Council with carrying out its statutory functions.	capacity to meet demand, particularly capacity for attached dwellings. The existing objectives do not address policy 5 of the NPS UD, to enable heights and density of urban form and consequently do not assist Council in fully carrying out its statutory functions. Without these new objectives, (and policies and methods below them) Tasman would doubtless continue to provide insufficient attached dwellings in its urban environment, as recent HBAs have demonstrated.	changes would not greatly assist Council in fully carrying out its statutory functions under section 31 of the RMA. Solely an overarching objective seeking a wide range of residential activities does not fully align with the NPS UD as it is not identifying that demand for stand- alone and attached dwellings needs to be provided for (clause 3.2 NPS UD). It would also not reflect Council's adopted FDS 2022-2052 and its strategy for housing land capacity, being a mix of intensification and managed urban expansion.
Within scope of higher-level documents	The proposed new and amended objectives give effect to higher order documents, including	The status quo option would not give full effect to the NPS UD, TRPS C1 or be aligned with Council's adopted FDS. The existing objectives are within the broad	By only including a more generic objective on a wide range of residential activities on land zoned for residential purposes (6.4A.2.1) in urban areas, this would not enhance the

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	objective 3, policy 1, policy 5, policy 9 and policy 11 of the NPS UD; Council's adopted FDS 2022-2052; and concurrent TRPS C1. These higher order documents have informed and in some cases directed PC81. PC81 proposes changes to some parts of the District with comprehensive housing. These changes may detract from amenity values appreciated by some people but improve amenity values appreciated by others, including by providing varied housing densities and types. This gives effect to proposed amended urban development objective 5.5 in TRPS C1, which acknowledges amenity values of urban and built form may develop and change over time with intensification. This interpretation of amenity aligns with the NPS UD's interpretation in policy 6.	scope of the higher level documents but do not go far enough to ensure provision of the right type of housing capacity.	status quo position sufficiently. This objective alone would not fully align with the scope of the NPS UD and FDS or give effect to TRPS C1.
Feasibility:			
Acceptable level of uncertainty and risk	Engagement commenced on PC81 in October 2024 and there have been two rounds of engagement, the second in March 2025, before notifying this plan change. Feedback from these rounds has been considered and several amendments made. One of the elements in PC81 is the introduction of a new Medium Density Residential Zone, which the proposed objectives enable. Following Tasman's	The existing objectives are limited in scope and somewhat outdated. They alone would not give full effect to the proposed objectives in the TRPS C1, objectives of the FDS, or requirements of the NPS UD. To rely on the operative objectives alone would increase risk and uncertainty, including for future applicants. It would also heighten the risk of Council not providing sufficient housing land capacity	By introducing one new residential objective (6.4A.2.1) only, providing an overarching objective, would not be efficient. Uncertainty would remain as to how the Council wants to achieve a wide range of residential activities on zoned land. Given the TRMP is being amended in any case, it is easier to include fuller residential objectives, enabling policies and rules to also be proposed in the new MDRZ. To only rely on one new high level residential objective would increase the

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	plan change 66, 'Richmond Housing Choice' operative in 2018, there has been a net gain of 89 dwellings in Richmond's intensive development area by the end of 2024. There is clear demand for medium density dwellings and increased housing choice. PC81 builds on these operative rules and is more aspirational in the type of intensification and density sought. Tasman's HBAs have included analysis on land value to capital value ratios in Richmond's centre, showing that the objective of intensification is feasible. Most of the sites to be rezoned in PC81 form part of the adopted FDS, already extensively publicly consulted on and all landowners of FDS sites were contacted during PC81 as well, including landowners within the MDRZ. Through development of the Richmond Spatial Plan and Mapua Master Plan there was clear support for intensification and more housing choice. Community support for integrated, connected and diverse transportation networks within a well-functioning urban environment, was also shown. For these reasons this option has limited risk and uncertainty. The plan change is also largely directed by the NPS UD and aligns with the FDS' objectives.	of the right type to meet demand over the next 10 years. Tasman's 2024 HBA has found a shortfall in dwelling capacity over the next 10 years, even with the capacity from PC81 sites included. The same HBA has identified a significant shortfall of attached dwellings over the short, medium and long term.	level of uncertainty and risk, since neither the NPS UD or TRPS C1 are being given full effect to and key resource management issues would remain unaddressed i.e. lack of smaller attached dwellings in Tasman.

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	Outline spatial plans are proposed for large greenfield sites in the MDRZ to reduce uncertainty. Quality urban design supporting well-functioning urban environments can be achieved through use of outline spatial plans. They bridge the gap between detailed subdivision design and well-functioning zone objectives, recognising that it is often not feasible to provide details for a land use consent application early, showing how larger sites will be developed at medium density. It is also difficult to write rules for such sites due to differing shapes and sizes. The outline development plan approach instead sets out the strategic requirements of each site and while they are a form of regulation, each landowner has had the opportunity to contribute to the plans during pre-notification engagement.		
Realistically able to be achieved within Council's powers, skills and resources	Including two fuller residential objectives and amended urban and transportation objectives as part of PC81 is within the Council's powers and responsibilities. The two proposed residential objectives give effect to the NPS UD requirements for Tasman, which has been in force since 2020. New concepts are therefore not being introduced.	The status quo position on TRMP residential objectives would be easier to implement as it would involve fewer changes to TRMP. This would be within Council's powers and responsibilities. However the lack of full alignment with the NPS UD requirements would pose risks.	It is within Council's powers, skills and resources to introduce only one high level new residential objective (6.4A.2.1), aligning with the NPS UD. However since a plan change is proposed anyway, it is efficient to give fuller effect to higher order documents and expand the scope of new residential objectives, to provide for medium density residential development. Such an approach if within Council's powers and responsibilities.

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
Acceptability:			
Consistent with identified iwi/Māori and community outcomes	A number of the iwi management plans identified in section 6.7 above, seek for urban development to be contained within urban zones and/or a range of desirable housing options being available. They also wish for productive rural areas to be protected from such development and concerns over pressure on the whenua from urban development. Introduction of objectives in PC81 that enable a new medium density residential zone in towns would be consistent with these aspirations. It would also help meet identified community demand for duplexes, terraced houses or low- rise apartments. Feedback on a draft of PC81 demonstrated support for housing intensification, providing housing for older adults and first home buyers but called for good quality design outcomes. These themes are consistent with the feedback received during development of the Richmond Spatial Plan and the Mapua Master Plan.	Relying solely on existing residential objectives in the TRMP is likely to result in a poor level of political acceptance. Council has adopted the FDS 2022-2052 and the HBA 2024 and therefore is familiar with the significant lack of smaller attached dwellings in the District and Council's intensification aims.	By only introducing one high level new residential objective (6.4A.2.1), and not introducing housing intensification as an objective, this would not be reflecting the demand that exists among the community for smaller attached dwellings, according to the 2021 Housing Preferences Survey. It also would not align with feedback received on PC8.
Will not result in unjustifiably high costs on the community or parts of the community	The plan change itself involves significant development costs, as it is a large plan change, required to meet obligations in the RMA and NPS UD. PC81 is being prepared concurrently with TRPS C1, so that there will be less administration costs than if the two	Neutral as no additional cost. However the social, environmental and cultural costs could be high if the existing TRMP residential objectives are not supplemented, due to the lack of direction on the form of new housing land capacity. Regulatory change is required to achieve	Minimal changes result in less disruption and lower short-term costs to the community. However the social and environmental costs would potentially be high, through lack of regulatory direction providing for well- functioning urban

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2			
	changes were processed separately. It will also mean the TRPS objectives are fully implemented via the concurrent PC81 change. In terms of the costs of the outcomes PC81 is intended to achieve, PC81 will not result in unjustifiably high costs. Council is rezoning residential land to help ease housing affordability and avoid constrained supply. The sites proposed in Tasman's urban environment contribute to a well-functioning urban environment, with positive social outcomes rather than costs. The enabling nature of the PC81 is likely to reduce transaction costs (consenting) and the site assessment process has ensured limited environmental costs.	the desired outcomes, of more smaller denser homes in our towns. Some of the resource management issues identified above would also fail to be addressed.	environments including a lack of smaller dwellings being provided by the market.

Overall assessment of the appropriateness of proposed Objectives 6.4A.2.1 and 6.4A.2.2 and amended Objectives 6.1.2.1 and 11.1.2

The proposed new and amended residential related objectives address key resource management issues identified in section 4.3–

- Council's legal obligation to provide sufficient capacity of the right type of housing land to meet demand, including more smaller attached dwellings.
- Current inefficient use of land where urban expansion is proposed for housing and the variety of dwellings is insufficient
- The need to provide for well-functioning urban environments that are supported by effective and efficient transportation systems

Existing TRMP residential objectives have not achieved this with consistent shortfalls in smaller attached dwelling capacity as demonstrated in recent HBAs, all during a period of high population growth. Further regulatory change is needed with fuller objectives than just overall housing capacity numbers and seeking the efficient use of housing land. Transportation amendments ensure effective and efficient support of well-functioning urban environments and recognise the need to shift to multi-modal transportation. The amended and new objectives together achieve the main purpose of Act - sustainable management of land by providing for policies and methods to reduce urban expansion.

By providing fuller residential objectives in PC81, it better assists the Council in carrying out its statutory functions and meeting RMA and NPS UD requirements. In this way option (a) achieves the purpose of the Act.
Option (a) is within scope and gives full effect to the NPS UD, Council's adopted FDS and proposed TRPS C1. The other options do not.

Proposed Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2 and related amended objectives 6.1.2.1 and 11.1.2
Council has already engaged with the community twice on PC81, has considered feedback, reducing risk and uncertainty. Council has already secured a level of intensification in Richmond through plan change 66 operative since 2018. PC81 has been informed by the Richmond Spatial Plan and the Mapua Master Plan both plans identify increased housing choice, intensification and good urban design as key outcomes to be implemented through changes to the TRMP. The two proposed objectives in option (a) are also in accordance with iwi management plans and their objectives.

Appropriateness of two new proposed objectives and three amended objectives related to land for commercial activities

Table 11 - Appropriateness Assessment

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2
6.6.2.3 A supply of suitably located commercial land to provide for the medium to long-term needs of the Tasman and Nelson region. **6.6.2.4** An established hierarchy of existing commercial centres that provides a focus for retail, commercial, community and entertainment activities and that serves the social, cultural, economic and environmental needs of the community. **Existing objective 5.4.2 amended:** Accommodation of a wide range of ~~residential activities and~~ accessible community facilities in urban areas **Existing objective 6.6.2.2 amended:** A high quality, high amenity ~~business~~ commercial environment with minimal environmental effects within and beyond the zone boundary. **Existing objective 6.7.2 amended:** Maintenance and enhancement of the distinctive characters of urban and rural centres ~~settlements~~ and integration between ~~settlements~~ centres and their adjoining landscapes.
General intent of objectives
To provide sufficient commercial land capacity to meet demand in the Nelson Tasman urban environment over the long term. *(Note there is an existing objective 6.5.2.2 on a supply of suitably located industrial land to provide for the medium to long term).* To establish a hierarchy of existing commercial centres and protect town centre vitality by managing where and how commercial development occurs. Amending existing objectives to refer to both the commercial environment specifically and Tasman's urban and rural centres, rather than the outdated 'settlements' term. Amending an existing community facilities objective to narrow focus of its policy set on community activities rather than residential activities and community facilities (consequential amendment).
Other objective options
Status quo: Do not update the TRMP with new objectives instead relying on its existing provisions giving effect to the NPS UD and TRPS C1.
Alternative: Amend the TRMP but with fewer objectives and less prescription with one new objective only

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
Existing relevant objectives in the Plan			
Objective 6.1.2.2 Urban buildings, places, space and networks that together, by design, sustain towns as successful places to live, work and play	Objective 6.1.2.2 is a very high-level objective relating to urban buildings, spaces and networks generally, also aspiring for sustainable towns but without any objectives for individual towns. The subsequent sections in chapter 6 on each town also do not contain objectives.		
Objective 6.6.2.1 effective accommodation of a wide range of commercial activities on appropriately located sites, including a strong, vibrant commercial focus in the main towns	Objective 6.6.2.1 on commercial activities does not make any reference to the need to provide sufficient capacity of commercial land to meet demand over the long term, as required by the RMA and NPS UD.		
Objective 6.6.2.2 a high quality, high amenity commercial environment with minimal environmental effects within and beyond the zone boundary	Objective 6.6.2.2 is generally prioritising Tasman's commercial environment within its Commercial Zone District wide, seeking any environmental effects from those activities to be minimal. It does not relate to the different role and function of each commercial centre.		
	Proposed objectives option (a)	**Objective option (b) (Status quo)**	**Objective option (c)**
	Introduce new objectives to the TRMP to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives. The overall structure of the TRMP is retained but new objectives are added or existing ones amended	**Do not update the TRMP with new objectives instead relying on its existing objectives to give effect to the NPS UD and TRPS C1**	**Amend the TRMP but with fewer objectives and less prescription with one new objective only (6.6.2.3)**
Relevance:			
Directed to addressing a resource management issue	The two proposed objectives would address two of the key resource management issues in section 4.1 – giving effect to the NPS UD in requiring sufficient commercial land capacity to meet demand over the long term - while protecting town centres' vitality as the region grows, by providing a balanced approach on where commercial	Objective 6.6.2.1 does not give full effect to the NPS UD as it does not acknowledge that sufficient commercial land capacity must be provided to meet demand over the long term. Existing objectives 6.1.2.2, 6.6.2.1 and 6.6.2.2 aspire for successful towns in Tasman, with a strong vibrant commercial focus in the 'main towns.'	The TRMP could be amended with only objective 6.6.2.3 on providing sufficient commercial land capacity, without proposed objective 6.6.2.4. Objective 6.6.2.3 would meet the requirements of the NPS UD, but would not protect town centre vitality from sprawling or ad hoc commercial developments, in a period of high growth in Tasman. Only one of

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
	development occurs. The proposed objective to achieve this is to establish a hierarchy of centres in Tasman, based on the National Planning Standards' zones. The zone names (e.g. Metropolitan Centre Zone, neighbourhood centre zone) are used in the hierarchy but PC81 does not change the zone to the NPS zone, it retains the existing zone. A future resource management plan will update the zones in line with the National Planning Standards. Objectives for each centre in Tasman are not provided in chapter 6 of the TRMP and this has previously led to confusion at private plan change hearings, trying to understand Council's aspirations for each centre as well as the desired role and function of each centre, in the face of new proposed commercial development. This is identified as a key resource management issue in section 4 above. Tasman District Council was the fastest growing region in NZ between 2018 and 2023, its population increasing by 10.3%. This level of population growth is now leading to corresponding significant commercial interest in Tasman due to the increased expenditure (demand) available.	However they do not provide direction on how that may be achieved or specify which the main towns are. This direction is not provided elsewhere in the Plan either. Private plan change hearings for out of centre commercial development have highlighted this policy gap in the TRMP. There remains the risk that the function and role of Tasman's main centres could be compromised by significant out of centre large format retail development. By relying on the existing objectives, the relevant resource management issue in section 4 (lack of clarity over Council's aspirations for each centre and the desired role and function of each centre), will not be addressed.	the resource management issues (providing sufficient commercial land capacity) would therefore be addressed, rather than both.
Focused on achieving the purpose of the Act	The NPS UD in objective 1 identifies that well-functioning urban environments	The existing objectives do not acknowledge the cumulative effects of	Amending the TRMP with objective 6.6.2.3 alone highlights the need to

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
	enable communities to provide for their social, economic and cultural well being. This is similar to the purpose of the Act in relation to the sustainable management of natural and physical resources. By providing sufficient commercial land capacity, but protecting the vitality of Tasman's town centres, it will help provide well- functioning urban environments for our communities in Tasman. It will also assist centres to continue to perform their respective roles to meet the wellbeing needs of their communities – ie peoples' every day needs, or peoples' bulk shopping needs. The two proposed objectives seek these outcomes.	out of centre large format retail development on the environment, by increased vehicle kilometres travelled for example, as well as consumption of rural land. The objectives were written at a time when little out of centre commercial development was occurring in Tasman. The existing objectives focus more on the outcomes of the successful design of commercial development, rather than the sustainable management of land for commercial use. If commercial development was not directed to appropriate locations, there is the risk of the viability of core centres being compromised. In such a situation, the wellbeing needs of the communities living around the centres is not being met.	provide sufficient commercial land capacity which could enable communities to provide for their social, economic and cultural wellbeing. However it would not provide the second proposed objective which provides for how, in a period of high growth, Tasman will sustainably manage the development of natural and physical resources for commercial activities. This would include the consumption of rural land for commercial purposes. It would also not protect Tasman's existing centres and in that way meet the social, economic and cultural wellbeing needs of their communities.
Assists the Council to carry out its statutory functions (RMA s.30 and s.31)	Section 31 of the RMA prescribes the functions of territorial authorities and 31 (aa) requires councils to establish, implement and review objectives to ensure that there is sufficient development capacity in respect of business land to meet demand. After reviewing existing objectives in the TRMP and relevant proposed urban development objectives in TRPS C1, the two new commercial objectives are required to assist Council to fully carry out its commercial land capacity functions under the RMA. (Objective 6.5.2.2 already exists in the TRMP in relation to industrial land capacity).	The existing TRMP objectives on commercial activities do not acknowledge that sufficient capacity must be provided to meet demand over the long term. (There is an existing objective 6.5.2.2 on industrial land capacity to provide for needs over the long term.) The existing commercial land objectives in the TRMP do not assist the Council with carrying out all of its statutory functions.	Proposed objective 6.6.2.3 alone would assist Council in carrying out its statutory functions under s.31(aa) of the RMA. Proposed objective 6.6.2.4 assists Council in carrying out its function under s.31 (1a) of the RMA – establishing objectives to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district. The proposed centre hierarchy seeks more efficient use of land and well-functioning urban environments by minimising sprawl for commercial purposes. It will also enable

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
	The proposed new objectives therefore assist the Council with carrying out its statutory functions.		public and private investment efficiencies including in infrastructure. .
Within scope of higher-level documents	The two proposed objectives give effect to higher order documents, including objective 1, objective 3, policy 1 and policy 2 of the NPS UD. For example, if a centre retains its employment opportunities, it will enable more people to live in that area of the urban environment (objective 3). The proposed objectives are consistent with Council's adopted FDS 2022-2052 (objective 2) and concurrent TRPS C1 (proposed objective 5.1C and proposed policy 5.1C): Objective 2 of the adopted FDS is for existing main centres including Richmond to be consolidated and intensified and supported by a network of smaller centres. Proposed objective 5.1C of the TRPS C1 is for Tasman's urban centres to grow and develop in accordance with a planned built urban form that is well functioning supported by efficient and effective infrastructure services. Proposed policy 5.1C concerns the centre hierarchy. These higher order documents have informed and in some cases directed PC81.	The status quo option would not give effect to the NPS UD, (in respect of providing sufficient commercial land capacity), TRPS C1 or have regard to Council's adopted FDS. The existing objectives are within the broad scope of the higher level documents and provide flexibility for a range of commercial activities but do not go far enough in meeting their requirements. They do not ensure sufficient capacity of commercial land is provided (NPS UD) or protect the role and function of Tasman's town centres, in a period of high population growth. The existing objectives do not focus on consolidating and intensifying Tasman's existing main centres (FDS).	By only including the high level objective 6.6.2.3 on providing sufficient commercial land capacity, this would give effect to the NPS UD, but only partly give effect to TRPS C1 and the adopted FDS. This objective alone would not fully align with the FDS (objective 2) or give effect to TRPS C1 (specifically proposed objective 5.1C and proposed policy 5.1C).
Feasibility:			

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
Acceptable level of uncertainty and risk	Engagement commenced on PC81 in October 2024 and there have been two rounds of engagement, the second in March 2025, before notifying this plan change. Feedback from these rounds has been taken into account. Richmond and Mapua proposed changes have also been informed by their respective spatial plans traversing the same issues. The development of both plans involved multiple rounds of community engagement. The proposed objectives implement NPS UD objectives and have regard to the FDS' objectives. Proposed objective 6.6.2.3 provides certainty of the sufficiency of commercial floorspace to be provided. Proposed objective 6.6.2.4 is seeking to improve existing unclear regulatory provisions, which at private plan change hearings have been criticised for their lack of clarity for Council's objectives for Tasman's centres. Tasman has recently experienced a period of high growth and the risk to town centres' health from sprawling or ad hoc commercial developments is sought to be minimized, with the introduction of a commercial centre hierarchy objective. Such a hierarchy, with associated policies and methods based on the National Planning	The existing objectives are very high level and somewhat outdated for a region that has experienced significant growth. They alone would not give effect to TRPS C1 proposed objective 5.1A, proposed policy 5.1C, objective 2 of the FDS, or requirements of the NPS UD. To continue to rely on the operative objectives alone would mean increased risk for the health of Tasman's town centres and continued uncertainty for future applicants as to where significant commercial development should be located.	Introducing one new commercial land objective on sufficiency of capacity, but excluding the second proposed objective on the centre hierarchy, is not providing sufficient clarity and therefore certainty. Uncertainty would remain as to how/where the Council wants to provide sufficient commercial land capacity. Given the TRMP is being amended in any case, it is an opportunity to provide two commercial land objectives, enabling policies also to be proposed on the new commercial centre hierarchy. To only rely on one new quantitative related commercial objective would mean the current level of uncertainty and risk remains. TRPS C1 is not being given effect to and key resource management issues would remain unaddressed.

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
	Standards 2019 Zone name, will mitigate risk of the health of Tasman's centres being eroded to a point where they fail to provide for their communities' needs.		
Realistically able to be achieved within Council's powers, skills and resources	Including more expansive commercial objectives as part of PC81 is within the Council's powers and responsibilities. The concept of consolidated centres was adopted in Tasman's FDS 2022-2052 which also went through a comprehensive public consultation process. This means the concepts are not new to the community.	The status quo position on TRMP commercial objectives would be easier to implement as it would involve fewer changes to TRMP as part of PC81. This would be within Council's powers and responsibilities. However a lack of alignment with the FDS's objectives and TRPS C1's proposed objectives would remain.	It is within Council's powers, skills and resources to introduce only one high level new commercial objective, better aligning with the NPS UD. However since a plan change is proposed anyway, it is efficient to give fuller effect to higher order documents and expand the scope of new commercial objectives, to protect the vitality of Tasman's existing centres during a period of high population growth.
Acceptability:			
Consistent with identified iwi/Māori and community outcomes	While ngā iwi management plans do not specifically reference commercial development, some refer to urban development. Ngāti Tama's plan and the Ngā Taonga Tuku Iho Ki Whakatu Management Plan acknowledge the pressures on whenua and seek for urban development to be contained within urban zones and for productive rural areas to be protected from development. Proposed objective 6.6.2.4 is therefore consistent with these objectives. PC81 is in alignment with the adopted FDS objective 2. Ngā iwi were extensively involved in the preparation	To rely on the existing commercial objectives is not inconsistent with ngā iwi preferences or community aspirations. However they do not give full effect to the adopted FDS, on which ngā iwi were thoroughly consulted.	By only including the high level objective on providing sufficient commercial land capacity, (6.6.2.3) this would not fully reflect some ngā iwi management plans, which reference the pressures on whenua and seek for containment of urban development. Proposed objective 6.6.2.4, the second more detailed proposed objective, is consistent with such principles.

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
	of the FDS. The concept of consolidated centres was adopted in Tasman's FDS 2022-2052 which went through a comprehensive public consultation process. New concepts are not being introduced. In 2020 Council undertook a residents' survey on the use of and satisfaction with each of Tasman's town centres. For Richmond this showed that the evening attractions were the aspect respondents liked least, which was unsurprising given the limited offer. Other objectives and policies of PC81 seek to enable more residents to live in Richmond town centre, through intensification of housing. Protecting the centre's role and function and thereby encouraging an increased commercial offer in the town, supporting evening and night time economies is complementary to these residential objectives. The same is true of Motueka. The 2020 survey's results for Motueka similarly reflected a limited night-time economy and PC81 contains proposals to intensify housing in its centre.		
Will not result in unjustifiably high costs on the community or parts of the community	The plan change itself involves significant development costs, as it is a large plan change, required to meet obligations in the RMA and NPS UD. PC81 is being prepared concurrently with TRPS C1, so that there will be less administration costs than if the two	Without the new proposed objectives (and provisions underneath them), indirect costs for the community could be high. Such costs may be lack of accessibility to new commercial development, located out of town and Tasman's existing centres failing to	Minimal changes to the TRMP result in less disruption and relatively lower short-term costs to parts of the community e.g. developers. However by failing to include proposed objective 6.6.2.4, the environmental and economic costs would potentially be

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2			
	changes were processed separately. It will also mean the TRPS objectives are fully implemented via the concurrent PC81 change. In terms of the costs of the outcomes PC81 is intended to achieve, PC81 will not result in unjustifiably high costs. Council is rezoning land for commercial purposes to help provide employment for the growing population. The sites proposed in Tasman's urban environment contribute to a well-functioning urban environment, with positive social outcomes rather than costs. The enabling nature of the PC81 is likely to reduce transaction costs (consenting) and the site assessment process has ensured limited environmental costs.	provide for their communities' economic and social wellbeing.	high for the community, through increased vehicle kilometres travelled to ad hoc out of centre commercial developments, incurring the need for separate trips rather than multi-purpose trips to a vibrant town centre.
Overall assessment of the appropriateness of proposed Objectives 6.4A.2.1 and 6.4A.2.2			
These two proposed objectives assessed in this table address two of the key resource management issues identified – • the legal obligation to provide sufficient commercial land capacity to meet demand over the long term • as urban areas grow and change, the vibrancy and efficiencies of town centres may be compromised by sprawling or ad hoc developments Option (a) addresses both these issues, whereas the other options do not address the second, proposing direction for future commercial growth and clarifying Council's objectives for its commercial centres. Option (a) achieves the purpose of Act with sustainable management of natural and physical resources, minimising adverse effects on environment. The objectives under option (a) are also consistent with iwi management plans where this topic is included. Option (a) would assist Council with carrying out its statutory functions (both its integrated management of the effects of use and development of land and associated natural and physical resources and its commercial land sufficient capacity function). It is also within the scope of higher level documents - the NPS UD, Council's concurrent TRPS C1 and the adopted FDS.			

Proposed objectives on land for commercial activities 6.6.2.3 and 6.6.2.4 and amendment of existing objectives 5.4.2, 6.6.2.2 and 6.7.2
Thorough engagement before notification on PC81 a resident's survey of town centre use in 2020 and development of the Richmond Spatial Plan (2024) and the Mapua Master Plan (2025) has helped confirm the roles our town centres play and their deficiencies. Recent private plan changes for commercial out of centre development showed the need for clarity on Council's objectives for its town centres. Option (a) will address both these factors affecting sustained health of Tasman's commercial centres. The three proposed amendments to existing objectives, proposed as part of this plan change are consequential amendments.

Appropriateness of two objectives on papakāinga

Table 12 Appropriateness Assessment - Papakainga

Proposed objectives on papakāinga 10A.2.1, 10A.2.2	
10A.2.1 Papakāinga development is enabled as a taonga that: (a) empowers and enables tāngata whenua to live on their ancestral land; (b) sustains their culture, traditions, and connection to place; and (c) supports their social, economic, and cultural wellbeing in accordance with tikanga Māori. 10A.2.2 Tangata whenua are supported to exercise rangatiratanga over the development and use of their ancestral land through papakāinga that reflect their aspirations, tikanga and values.	
General intent of new objectives:	
New objectives seek to address the barriers facing Tāngata whenua to develop and use their ancestral land and enable papakāinga development, the design of which is led by Tāngata whenua for the benefit of current and future generations.	
Other objective options	
Status quo: Do not update the TRMP with a new package of provisions instead relying on its existing provisions giving effect to the NPS UD and TRPS C1	
Alternative: Amend the TRMP but with fewer objectives and less prescription with one new objective only (10A.2.1)	
Existing relevant objectives in the Plan:	
6.1.2.1 Urban buildings, places, spaces and networks that together, by design, sustain towns as successful places to live, work and play.	Objective 6.1.2.1 indirectly supports papakāinga in urban environments but doesn't directly address papakāinga development which makes the policy pathway for papakāinga development uncertain.
6.1.2.2 A wide range of living opportunities in urban locations that incorporate urban design principles.	Objective 6.1.2.2 does not directly address papakāinga development, or acknowledge that the design of papakāinga developments will incorporate design principles in accordance with tikanga Māori, which may differ from typical urban design principles.
6.2.2.2 Urban growth and sufficient opportunities, including redevelopment opportunities that	Objective 6.2.2.2 indirectly supports papakāinga as this form of multi-unit development is usually a more efficient use of land than single unit developments, however the objective does not directly address papakāinga development which makes the application of this objective and policy pathway for papakāinga development uncertain.

Proposed objectives on papakāinga 10A.2.1, 10A.2.2			
encourage more efficient use of land, energy and provision of infrastructure, services and amenities.			
6.7.2 maintenance and enhancement of the distinctive characters of urban settlements and integration between settlements and their adjoining landscapes	Objective 6.7.2 does not directly address papakāinga development, and the directive to maintain the characters of urban settlements adds to the barriers facing Tāngata whenua to develop and use their ancestral land with papakāinga development design led by Tāngata whenua. This objective does not align with the NPS UD direction in policy 6 to recognize that amenity values of the urban and built form in areas planned for intensification (and papakāinga) develop and change over time (rather than maintaining and enhancing the existing amenity values of small towns, which currently contain few or no papakāinga developments).		
7.2.2.1 *Retention of opportunities to use rural land for activities other than plant and animal production, including rural living, rural residential, rural industrial, tourist services and papakāinga activities in restricted locations, while avoiding the loss of land of high productive value*.	Objective 7.2.2.1 refers to retaining opportunities to use rural land for papakāinga activities while also avoiding the loss of land of high productive value. This objective does not address the barriers facing Tāngata whenua to develop and use their ancestral land in a way that enables their rangatiratanga.		
	Proposed objectives option (a)	**Objective option (b) (Status quo)**	**Objective option (c)**
	Introduce new objectives to the TRMP to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives. The overall structure of the TRMP is retained but new objectives are added or existing ones amended	**Do not update the TRMP with new objectives instead relying on its existing objectives to give effect to the NPS UD and TRPS C1**	**Amend the TRMP but with fewer objectives, less prescription and implement the NPS UD direction with a new overarching objective only (10A.2.1)**
Relevance:			
Directed to addressing a resource management issue	The proposed objectives 10A.2.1 and 10A.2.2 address two of the	To rely on the existing objectives in the TRMP, summarised above, would	The TRMP could be amended with only one proposed objective 10A.2.1 on enabling papakāinga development

Proposed objectives on papakāinga 10A.2.1, 10A.2.2			
	key resource management issues in section 4.1 of this report in reducing barriers by enabling a greater range of activities associated with papakāinga development. In addition, providing a clear policy pathway applicable to papakāinga development, fills a gap in the existing TRMP and also reduces the regulatory burden when developments do require resource consent.	not address the barriers to papakāinga development or encourage a greater diversity of housing typologies including papakāinga development. To rely on the status quo would likely not provide sufficient capacity to meet papakāinga development demand, indeed it has not achieved this to date. Council's latest HBA 2024 shows that unmet demand exists for papakāinga. The status quo option would not address the key resource management issues on papakāinga in section 4.1	and without objective 10A.2.2 which supports Tāngata whenua to exercise rangatiratanga over the development or use of ancestral land. Objective 10A.2.1 would meet the basic requirements of the NPS UD policy 1 but would not fully address policy 9. This option would not fully address all the papakāinga resource management issues identified in section 4.1.
Focused on achieving the purpose of the Act	The proposed two new objectives promote the sustainable management of natural and physical resources by providing for papakāinga development which will provide for peoples' and communities' social, economic and cultural wellbeing. The objectives recognise and provide for the matters of national importance under section 6 of the Act and take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi), outlined in section 8 of the Act.	Relying on existing objectives (of which there are no specific enabling objectives for papakāinga) will not provide for peoples' and communities' social, economic and cultural wellbeing.	Relying solely on proposed objective 10A.2.1 without the supporting objective 10A.2.2 would not achieve the purpose of the Act to the same extent as Option (a), as it would not provide as clearly for the matters of national importance under section 6 of the Act. By removing the support for Tāngata whenua to exercise rangatiratanga over the development the plan change would not take into account the Treaty of Waitangi to the same extent as option (a).

Proposed objectives on papakāinga 10A.2.1, 10A.2.2			
	They seek to enable papakāinga development on ancestral land, and support Tāngata whenua to exercise rangatiratanga over the development, thereby explicitly recognising and providing for the relationship of tāngata whenua and their culture and traditions, with their ancestral lands (section 6e of the Act).		
Assists the Council to carry out is statutory functions (RMA s.30 and s.31)	The proposed objectives (and the policies and methods below them) enable the development of papakāinga housing, which assists Council to carry out its housing land capacity functions. The two proposed objectives enable policies and methods to be proposed which will provide sufficient land capacity to meet expected demand for papakāinga. The proposed new objectives therefore directly assist the Council with carrying out its statutory functions.	The existing TRMP objectives alone do not provide sufficient context to explain how Tasman might provide sufficient capacity to meet demand for papakāinga housing. The existing objectives do not address papakāinga development specifically. Without these new objectives, (and policies and methods below them) Tasman would doubtless continue to provide insufficient papakāinga in its urban environment, as its most recent HBA has demonstrated.	If only objective 10A.2.1 was proposed, (enabling papakāinga), without supporting the exercise of Tāngata Whenua rangatiratanga over the use and development of papakāinga, the resulting provisions would not provide for as much papakāinga capacity. They would also not fully align with the NPS UD and the objectives of Council's adopted FDS 2022-2052, to the same extent as option (a).
Within scope of higher-level documents	The proposed objectives give effect to Objective 3 and Policy 5 of the NPS UD, which provide directions for District Plans. The	The status quo option would not give full effect to the NPS UD, or be aligned with TRPS C1 because the existing objectives by omission do	By only including the objective 10A2.1 which enables papakāinga, without including objective 10A.2.2 (supporting Tāngata whenua's exercise of rangatiratanga over the development and use of their

Proposed objectives on papakāinga 10A.2.1, 10A.2.2			
	proposed objectives also give effect to the proposed urban development objectives 2A, 5.1A and 5.1B of the TRPS C1, concurrent with this plan change on contributing to a well-functioning urban environment, providing sufficient housing land capacity and providing a diverse range of housing types, including papakāinga.	not support well-functioning urban environments which enable Māori to express their cultural traditions and norms (NPS UD policy 1).	ancestral land), this option would not enhance the status quo position sufficiently. This objective alone would not fully align with the scope of the NPS UD or give effect to proposed objectives in TRPS C1.
Feasibility:			
Acceptable level of uncertainty and risk	Engagement with ngā iwi commenced on PC81 in July 2024 and there have been five or more hui with the papakāinga working group and wider iwi working group, before notifying this plan change. The proposed papakāinga provisions formed part of the public engagement on PC81. Feedback from the hui has been taken into account and a number of amendments made. For these reasons this option has limited risk and uncertainty. The plan change is also largely directed by the NPS UD and aligns with the FDS' objectives, which were fully consulted on.	The existing objectives are limited in scope and somewhat outdated. They alone would not give full effect to the proposed objectives in the TRPS C1, objectives of the FDS, or requirements of the NPS UD. To rely on the operative objectives alone would increase risk and uncertainty, including for future applicants for papakāinga developments. It would also heighten the risk of Council not providing sufficient housing land capacity of the right type to meet demand over the next 10 years. Tasman's 2024 HBA has found a shortfall in dwelling capacity over the next 4-10 years, even with the capacity from PC81 sites included. The same HBA has identified a	By introducing one new residential objective (10A.2.1) only, providing an overarching objective, would not be efficient. Uncertainty would remain as to how the Council wants to manage the internal design of papakāinga development, which is generally based on Tāngata Whenua's aspirations, tikanga and values. To only rely on one new high level objective would mean continuing with the current level of uncertainty and risk, particularly when resource consents are required. Such feedback has informed this plan change.

Proposed objectives on papakāinga 10A.2.1, 10A.2.2			
		shortfall of papakāinga, following feedback from ngā iwi.	
Realistically able to be achieved within Council's powers, skills and resources	Including the proposed objectives is within Council's powers and responsibility. The operative TRMP already includes provision for papakāinga development, therefore new concepts are not being introduced.	The status quo position on the above TRMP objectives would be easier to implement as it would involve fewer changes to TRMP. This would be within Council's powers and responsibilities. However the lack of full alignment with Part 2 of the Act, the NPS UD and Council's adopted FDS would pose risks.	It is within Council's powers, skills and resources to introduce only one high level new papakāinga objective (10A.2.1), aligning with the NPS UD. However since a plan change is proposed anyway, it is efficient to give fuller effect to higher order documents and expand the scope of new papakāinga development objectives, to support tāngata whenua to exercise their rangatiratanga. Such an approach is within Council's powers and responsibilities.
Acceptability:			
Consistent with identified iwi/Māori and community outcomes	This option is the most consistent with the outcomes contained in iwi management plans identified in section 6.7 above and feedback from nga iwi identified in section 3.3 above. It would also help meet demand for papakāinga demonstrated in the FDS 2022-2052 and the HBA 2024. Feedback on PC81 during engagement has demonstrated support for better enabling papakāinga development.	Relying solely on existing objectives in the TRMP is likely to result in a poor level of political acceptance. Council has adopted the FDS 2022-2052 and the HBA 2024 and therefore is familiar with the significant lack of papakāinga development due to the inefficient operative TRMP provisions.	By only introducing one objective enabling papakāinga development without also supporting Tāngata Whenua to exercise their rangatiratanga, this option will not be as consistent with ngā iwi outcomes identified in iwi management plans, the FDS 2022-2052 and engagement on PC81.
Will not result in unjustifiably high costs on the community or parts of the community	As noted in tables 9.2 and 9.3 the plan change itself involves significant costs, however it is required to meet the obligations imposed by higher order documents. The plan change is	Tasman continues to grow, therefore there are negative consequences of not planning for papakāinga based urban development for the community and the economy.	Minimal changes result in less disruption and lower short-term costs to the community. However the social and environmental costs would potentially be high, through lack of regulatory direction providing for well-functioning urban environments including a lack of papakāinga dwellings being provided by the market.

Proposed objectives on papakāinga 10A.2.1, 10A.2.2			
	being undertaken concurrently with TRPS C1 to maximise efficiency and minimise administration costs. Including the proposed changes to the papakāinga provisions at the same time as undertaking the changes to the residential intensification provisions and commercial zone changes, creates further efficiencies. The enabling nature of the PC81 changes to the papakāinga provisions, spearheaded by the proposed new objectives will reduce transaction costs (consenting). The site assessment process for rezoned land, and the development of revised permitted activity standards has ensured limited environmental costs.	These negative consequences are primarily borne by Māori, if opportunities for a range of housing types which include papakāinga are not enabled and also include costs for our wider community, if the type of housing needed is not provided for. By maintaining the status quo this option maintains the barriers that Māori landowners face.	Having a less comprehensive policy pathway will increase transaction costs for Māori landowners where resource consents are required for papakāinga developments.
Overall assessment of the appropriateness of Objectives 10A.2.1, 10A.2.2			
These two proposed objectives assessed in this table address the key resource management issues identified in section 4.1 – - The operative TRMP impose barriers to tāngata whenua using their ancestral land to develop papakāinga, due to: - the complexity of the existing rules; and - The lack of clear policy direction; and - The permitted activities for papakāinga development being too constrained. Option (a) addresses these key resource management issues. The existing TRMP objectives in option (b) have not delivered papakāinga development to meet demand, as demonstrated in the 2024 HBA. And the incomplete policy response proposed in option (c) would only partly reduce the barriers Tāngata Whenua face while using their ancestral land to develop papakāinga.			

Proposed objectives on papakāinga 10A.2.1, 10A.2.2
Iwi have identified that provision of papakāinga is a priority and that the existing provisions are inadequate. The proposed objectives under option (a) achieve the purpose of the Act, unlike the other two options. The proposed objectives under option (a) are within the scope of established, higher-level planning documents including the NPS UD and adopted FDS.

10. Assessment of the efficiency and effectiveness of the provisions in achieving the objectives

10.1 Evaluation of proposed Policies and Methods

Section 5.0 of this report provides the three options that were considered for achieving the objectives. These options are now assessed in terms of costs, benefits, effectiveness and efficiency and risk of acting or not acting in the tables below.

Section 7.0 and Appendix 1 of this report provide a summary of the suite of proposed provisions for PC81. There are a substantial number of changes proposed.

In accordance with s.32 (1) (b) this section of the report examines whether the provisions in the proposal are the most appropriate way to achieve the objectives. These are the objectives proposed in PC81 and the objectives in TRPS Change 1. The evaluations are set out in the tables below titled, 'Evaluation of Proposed Policies and Methods' and are grouped according to purpose of the objectives:

- Evaluation of provisions related to achieving the land for residential activities objectives,
- Evaluation of provisions related to achieving the land for commercial activities objectives
- Evaluation of provisions in achieving the papakāinga development objectives

10.2 Sites proposed for Change of Zone in PC81

The Background Site Assessment report forming part of PC81, provides a separate options assessment for the proposed zone and area changes of individual sites. This is discussed further below in 10.7.

Excluding Māpua, there are eight sites that are not adopted FDS sites. Appendix 22 of this s.32 evaluation report provides full details of the site assessment methodology used for the FDS, in terms of how the spatial growth pattern and individual sites were selected. Essentially a thorough options assessment has already been undertaken of the sites proposed for zoning in PC81 through the preparation of the FDS. This has been enhanced with another assessment of all sites through the background site assessment report.

Any sites proposed as part of PC81 that did not form part of the adopted FDS (including the Māpua sites), or sites whose boundaries have changed from the FDS have been assessed for PC81 using the same 21 factor, multi-criteria assessment used for the FDS.

FDS sites whose boundaries have been amended, or the servicing situation may have changed, or the proposed housing density may have changed, the sites were also reassessed and rescored. Some of these changes have resulted in more negative scores relative to all sites assessed as part of the FDS, which includes Nelson. However, this is often due to the scale of housing now proposed being less, rather than the site no longer being preferred. Alternatively the infrastructure is now further away than previously thought, in which case the site will be deferred until that infrastructure is available.

Appendix 8 provides a memorandum from Cam Wallace of Barker Associates, which reviews the scoring of any new sites or amended FDS sites proposed in PC81. The additional or amended sites were reviewed in a manner consistent with the development of the FDS and its overall strategy for future urban growth as it relates to Tasman.

Māpua sites

In Māpua, four of the 19 sites proposed are adopted FDS sites. A masterplan process for Māpua has recently concluded. That process determined the appropriateness of rezoning the Māpua sites. However, for completeness these sites were also assessed using the FDS criteria.

T-226 Stringer Road

T-226 Stringer Road, Redwood Valley (papakāinga). Site T-226 does not face any serious constraints, but it performs poorly when considered against the wider growth strategy of the FDS. However, since this is a site proposed for papakāinga by Ngāti Tama, there are other factors Council must also consider as provided below.

Section 6 of the RMA requires that in achieving the purpose of the Act, all persons exercising functions and power under it in relation to managing the use, development and protection of natural and physical resources, shall recognize and provide for the following matters of national importance: ….

(e) the relationship of Māori and their culture and traditions with their ancestral lands, water, site, waahi tapu and other taonga…..

Similarly policy 9 of the NPS UD requires Council to take into account values and aspirations of iwi for urban development.

Existing policy 4.3 of the TRPS states that "*Council will ensure that tangata whenua interests in commercial uses of land….are not disadvantaged relative to others and will consider provision for access to such resources where necessary and appropriate.*"

Ngāti Tama did not propose this site during preparation of the FDS because it was not ready at that time to specify development proposals. This was common amongst other iwi also. Site T-226 is under ownership by ngā iwi and is proposed for papakāinga. As such this site remains part of PC81 and gives effect to existing policy 4.3 of the TRPS.

Richmond Intensification Areas

The original boundary in the FDS was smaller but assumed greater density. Engagement with the community concluded that a larger area of intensification should be provided, but with lower building heights than the 6 storey building heights adopted in the FDS.

T-181/T-219 Korere-Tophouse Road

T-181/T-219 Korere-Tophouse Road, St Arnaud – boundaries were further amended to avoid wetlands and include significant setbacks, since the first amended boundary resulted in a more negative score.

T-138 Rototai Road

T-138 Rototai Road, Tākaka – site boundary reduced, less housing yield and scores more negatively as a result. However in Tākaka there are few options that are not heavily constrained in some way, so this smaller site remains proposed as part of PC81 to support growth

T-171 / T-171a Fonterra Site

As a result of consultation, Fonterra, who own a site next door to T-171 in Brightwater requested that their site also be included for rezoning from Rural Industrial Zone to Light Industrial Zone. This was considered as an expansion of the FDS site T-171.

Edwards Street and Whitby Way

In Wakefield, concern has been raised with the loss of perceived historic heritage values along Edwards Street and Whitby Way. The FDS proposed that both areas be subject to MDRZ which would enable and arguably incentivize redevelopment of sites. As a result of feedback received during consultation, the sites directly fronting these roads have been excluded.

The intention is to eventually include these areas but only once further work has been done to identify actual heritage values and to rezone in conjunction with methods that would have the effect of retaining the historic character of the streets. This may be progressed either as a future change or as a variation to PC81.

10.3 Sites Considered but NOT Proposed for Change of Zone

Through the course of preparation of PC81 several sites were considered and then discounted from further consideration. In some cases these were FDS sites, and in other cases they were sites considered because they may have been consistent with the PC81 objectives and outcomes.

T-145 Page Road Industrial Site

This site was adopted as part of the FDS, but during discussions with landowners it was made clear that that it was not supported and would not be developed or brought to market. It was already considered to be a long term, and relatively expensive site to develop, and on this basis it was not continued with.

Also relevant was that the landowner suggested an alternative location being sites T-228, T-229 and T-230. These were carried forward in lieu of T-145.

T-148 Murchison Industrial Site

This site was adopted as part of the FDS, but during discussions with landowners it was made clear that that it was not supported and would not be developed or brought to market.

An alternative location (T-234) was considered instead and found to be a suitable alternative.

Tapawera residential site

This site was adopted as part of the FDS (T-157) but was not included in the draft PC as additional residential capacity was needed in Tapawera. The landowner provided feedback to the draft PC seeking that this site be included. The site was considered but was eventually excluded due to the lack of sunshine to the site. It was not considered to be a suitable building site for a future residential or rural residential area.

Papakāinga locations in Motueka

Two sites were considered in more detail:

- T-224 272 Whakarewa St Motueka (papakāinga) – this site was not progressed as part of PC81
- T-225 176 Whakarewa St Motueka (papakāinga) – this site was not progressed as part of PC81

These sites did not score well in the FDS criteria primarily due to their exposure to natural hazards. Further consideration of these sites could be given in the future, along with potential mitigation measures, but they have not been included in PC81.

10.4 Options assessment of all sites

Section 32 (1) (b) (ii) requires consideration of other reasonably practicable options for achieving the objectives. This requirement in relation to all proposed sites has been addressed in the Background Site Assessment Report (Appendix 2).

Taking the sites determined through the FDS and masterplan processes and further amended sites and locations outlined above, Council considered the following option alternatives and applied relevant ones for evaluation purposes:

Option 1: Retain the status quo and retain the existing zoning.

Option 2: Rezoning land from its existing zone to a more appropriate zone.

Option 3: Downzoning land from an existing deferred zone that is considered inappropriate for urban use to its underlying (pre-deferral) zoning.

Option 4: Applying or amending spatial layers (other than zones) to sites.

Detailed information for each area was used to assess each site against relevant option alternative from the above. This included outlining the planning background, strategic context, servicing and infrastructure requirements, natural hazard constraints, ngā iwi interests, community facilities, productive land status, and ecological values. The benefits and drawbacks of each site was assessed including retaining the current zoning and recommending a proposed option.

A preferred option for each site was selected based on this assessment and is summarised in the Background Site Assessment Report (Appendix 2).

10.5 Evaluation of Suite of Residential Provisions in achieving the Land for Residential activities objectives

In accordance with s.32 (1) (b) this section of the report examines whether the provisions in the proposal are the most appropriate way to achieve the objectives. These are the objectives proposed in PC81 and also the objectives in TRPS Change 1. The evaluation below assesses provisions related to achieving the land for residential activities objectives.

Table 13 Residential Provisions Evaluation

Evaluation of Suite of Residential Provisions in PC81, in achieving the Land for Residential Activities objectives 6.4A.2.1 and 6.4A.2.2, and amended objectives 6.1.2.1 and 11.1.2				
The Residential provisions in PC81 are significant. They include new definitions, new issues, 4 new objectives, many new policies and much amendment of existing issues and policies. They also include significant changes to the general rules chapter, zone rules, transportation provisions (access and support for multi-modal transport options) and information requirements for applications. The new Medium Density Residential Zone is introduced to achieve more intensive residential land use in both greenfield and brownfield intensification areas. Outline Spatial Plans are introduced as a new tool for guiding and streamlining the development of greenfield locations. A "Medium Density Housing Design Matrix" is also introduced. Changes are also proposed to the zone and area maps. Appendix 23 summarises the provisions in full and section 7 of this report provides a summary.				
PROPOSED OPTION (A)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Introduce a suite of provisions in PC81 to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives. The overall structure of the TRMP is retained but issues, objectives, policies and methods are added or existing ones amended.	**Environmental** Providing for growth under the obligations of the RMA and NPS UD, requires Council to find a balance between sometimes competing objectives, otherwise environmental costs may arise. The FDS seeks to deliver a growth strategy that broadly achieves 11 objectives. These include for impacts on the natural environment to be minimised and opportunities for restoration to be realised and that Tasman's highly productive land is prioritised for primary production. The majority of the sites proposed in PC81 are adopted FDS sites and have been assessed against these criteria. New or amended sites have been assessed against the same criteria.	**Environmental** There will be environmental benefits from enabling greater housing intensification in the MDRZ in several towns in PC81. These include: - a compact denser urban form, reducing reliance on cars for travel, enabling use of public and active transport and thus reducing greenhouse gas emissions from vehicles. (Accessibility from all FDS sites to jobs, schools, daily services and other amenities, by all modes of transport, was assessed at the multi criteria analysis stage in some detail using a model prepared by MRCagney. --using less of our highly productive land for greenfield development, minimising impacts on the natural environment	**Effectiveness** The proposed objectives seek a wide range of housing types including medium density housing in the MDRZ, on greenfield and brownfield land that promote and incorporate density and quality urban design outcomes. The many provisions of PC81 propose an effective way as part of one plan change of updating the TRMP, addressing key resource management issues and rezoning sites for urban development. For the MDRZ in particular, where a sufficient number of the acceptable solutions are reached listed in the Medium Density Design Matrix, proposed rules ensure that Council must grant consent. This regulatory method therefore offers certainty to the whole community regarding what	For the FDS and Richmond and Mapua spatial plans there has been significant consultation with the community on planning for future growth and so certainty exists over the preferred direction for urban development, on which PC81 is based. Council's housing preferences survey in 2021 has also informed this plan change in providing for a variety of housing types. There is a wealth of information and data behind this plan change. Apart from consultation on the FDS, Council's growth model and HBAs which are prepared every 3 years provide certainty on housing and business demand and capacity. Annual monitoring reports check assumptions over time.

	Some adopted FDS sites proposed for rezoning, contain some Land Use Classification (LUC) 1 or 3 land, which is classified as highly productive land in the National Policy Statement on Highly Productive Land (NPS HPL). Most are already zoned for urban purposes. These are identified in the Background sites report. When the FDS was prepared it was acknowledged that no other reasonably practicable and feasible options existed. Several of Tasman's largest towns are surrounded by LUC1, 2 or 3 land. Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include: • the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD • there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment • the benefits of re-zoning the land outweigh the costs of the loss of the HPL In assessing the sites, those that contained HPL are considered to meet these criteria. The conclusion is	-- closer proximity to amenities and services - improved accessibility including muli-modal transport The sites proposed for rezoning would either avoid or mitigate any adverse effects arising from activities on the environment. The proposed provisions of PC81 include Outline Spatial Plans (OSPs) for larger undeveloped greenfield sites in the MDRZ. It is recognised that with such sites there are many ways in which a successful design could be achieved and therefore OSPs are used to identify the key outcomes that should be achieved, without specifying the method or using zone boundaries. The OSPs provide a structured framework to guide and manage the sustainable development of designated growth areas and to achieve the necessary levels of density. They facilitate coordinated land use, infrastructure provision, integrated transport networks and environmental management, ensuring that development aligns with the objectives of the RMA, national direction and supports the district's long-term planning goals. There are environmental benefits from using such methods. This includes	will or will not be supported in the MDRZ. This is intended to provide all of the flexibility and choice of a non-statutory design guideline, with the statutory force of regulatory assessment matters, but in a way whereby the Council commits to supporting the outcomes promoted. By providing very clear and measurable content, the Matrix is also intended to be easy to follow and administer, with the Council planners able to evaluate proposals without the additional costs of more processing staff and design experts being needed (and longer processing timeframes), and removing the key source of uncertainty that the Council has identified which affects general assessment-based methods Compared with existing provisions for intensification in the TRMP, the new MDRZ enables a greater level of intensification in a dedicated area. A zone is considered the most effective way of achieving the objectives, in terms of the effects from enabling more housing. The enabling nature of the provisions also create a very efficient system. Outline Spatial Plans (OSPs) are highly effective in enabling development because they provide a clear, site-specific spatial framework that guides the layout of roads, reserves, infrastructure, and sequencing of	In terms of any flood hazard risk in areas proposed to be intensified in the MDRZ, three tiers of protection are provided in the provisions of PC81: • Worst areas have been excluded from zoning • Areas with minor hazard are to be assessed on a case by case basis through a consent process • Where the hazard is negligible, flood risk remains a matter of discretion for condition. In this way the MDRZ can still be introduced but with measures in place to mitigate flood risk. It is considered that there is certain and sufficient information on which to base the proposed policies and methods in PC81 as: Submissions on the FDS revealed that 68% of respondents supported/were neutral over housing intensification in central Richmond. The same figures for Brightwater were 58%, for Wakefield also 58% and for Motueka 65%. Clear demand exists for medium density housing in Tasman District: between December 2018 and December 2024 under the existing

	reinforced by recent case law[4] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change. Since the current Government came into power in 2023, it signalled that the NPS HPL would be amended so that LUC3 would no longer comprise HPL. It is felt that LUC3 land being HPL may overly restrict the supply of greenfield land which may be suited for housing. This is an example of a balance being struck between competing objectives. Following the release of a discussion document in June 2025 proposing the removal of LUC3 from HPL, the Government has indicated this change will occur by end of 2025.	consideration of access and transportation. Greenfield locations alongside waterbodies can often trigger the restoration of streams and wetlands. This is likely to be the case at Mapua where a significant wetland may be able to be installed / recreated through nearby development. Replanting of green corridors and gullies can also be made possible by development. Also in the case of Seaton Valley, Mapua, a prohibition on cats to protect wildlife in new wetlands will promote positive outcomes and support existing Objective 8.2.2 which seeks to maintain and enhance the natural character of waterbodies. **Economic** Tasman was the fastest growing region between 2018 and 2023 with its population increasing by 5,429 people or 10.3%. Tasman's population is projected to continue to increase by 1.2% per annum for the next 10 years. Council's latest HBA 2024 assumed that the vast majority of sites within PC81 would be zoned and serviced within the next 10 years. PC81 is the first step in making these sites plan	development across larger or strategically important sites. By requiring that subdivision and land use proposals align with an approved OSP, the Council ensures that new development is coordinated, well-connected, and responsive to both opportunities and constraints unique to each site. This approach supports the delivery of high-quality urban environments, prevents ad hoc or fragmented development, and helps achieve the objectives of the NPS-UD and the Tasman Resource Management Plan by ensuring that growth is integrated, sustainable, and meets the needs of both current and future communities. **Efficiency** While urban development can have adverse effects on the natural environment and lead to inefficient use of land, the strategic planning that has already taken place in Tasman through the FDS will ensure that such impacts are minimised, while meeting legal obligations to provide capacity for the right type of housing demand. PC81 and TRPS C1 are giving effect to the NPS UD but also implementing the FDS. This effectively ensures that risks to the natural environment, by	housing intensification rules in Richmond, there has been a net gain of 89 new dwellings. The risk of acting on the proposed plan change is considered low, as the need for intensification and growth has been thoroughly established and widely accepted through a comprehensive and transparent process. The plan change is grounded in robust evidence from the Richmond Spatial Plan, the Mapua Master Plan, the Nelson Tasman Future Development Strategy (FDS), and multiple rounds of public and stakeholder engagement, including iwi, landowners, developers, and the wider community. These processes have included detailed site assessments, scenario testing, and modelling of infrastructure and growth needs, ensuring that the objectives, policies, and rules are well-aligned with both statutory requirements and community expectations. As a result, there is a high degree of confidence that the proposed approach will deliver the intended outcomes, and the risk of unforeseen negative consequences

[4] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

	package-2-primary-sector-discussion-document.pdf With intensification, associated stormwater run-off can occur due to increase in impermeable surface. In Richmond's proposed MDRZ, areas have been excluded where a risk of ponding exists eg in Doran Street. Also secondary flow paths were avoided in Sutton St, William St and Arbor Lea Avenue, which explains the gaps in the proposed zone. These methods should mitigate environmental costs from stormwater run-off. There could be environmental costs arising from increased traffic on the roads because of further development although this may depend on factors like uptake of EVs, micro mobility devices like e-scooters and e-bikes as well as the percentage of residents who may work from home. For the FDS a model was created to estimate transport related greenhouse emissions from FDS sites in the urban environment (using a high growth scenario). This concluded that the adopted spatial strategy could reduce household transport emissions by 94% of current emissions by 2050. While this was not 100%, no other scenario (including intensification only) reached that target.	enabled. Providing sufficient capacity of housing land to meet demand will help ensure the continued economic growth of the region. Growth benefits the economy and in particular industries supported by the construction and housing market, with a knock-on effect on productivity. Economic benefits from transport policies and rules requiring adaptation to different modes of transport other than the car. Until a solution is implemented to help peak traffic congestion around Richmond, use of non- car modes will have economic benefits. Landowners – of which there are a large number – benefit from the uplift in land value and providing more options for development, by zoning it for intensification, as demonstrated in the HBA 2024. There will be an economic benefit to applicants for intensification proposals with PC81. With the new provisions providing greater certainty for applicants and less discretion for Council, resource consent process costs should be reduced. Also complying applications will proceed on a non-notified basis in the MDRZ, meaning reduced costs for an applicant. This has been highlighted consistently by the developer sector as a very important feature of housing	development in inappropriate locations are minimised. Tasman's urban environment, particularly Richmond has grown significantly in the past 6 years. While the TRMP and TRPS are outdated, recent RMA changes prevent councils from continuing with whole of plan reviews. In the meantime, TRPS C1 and PC81 are required in order to meet the objectives of the NPS UD. It will have environmental, economic, social and cultural benefits. In terms of efficiency of the proposed MDRZ, it achieves the objectives at the least cost with the highest net benefit to the community. It utilises a rule framework that provides a high level of certainty, and a design tool (the Medium Density Housing Design Matrix) that enables a range of positive design solutions that can be implemented. From an efficiency perspective, Outline Spatial Plans (OSPs) streamline the development process by providing certainty and predictability for both developers and Council. OSPs enable early identification and resolution of infrastructure, transport, and amenity requirements, reducing the risk of costly redesigns or delays later in the consent process. By setting out clear	or significant implementation challenges is minimal. Housing Preferences Survey 2021 showed the current housing stock in Tasman is too heavily skewed towards stand alone housing. In 2018 90% of dwellings were stand alone, whereas according to the survey 71% of residents seek such houses, with 29% seeking smaller attached housing types. The Housing Preference survey 2021 results provide certainty. Not acting with a plan change carries a risk of insufficient medium density housing capacity being provided in Tasman. Council's 2024 HBA found that even with the proposed plan change provisions, there will still be a shortage of 735 attached dwellings over the next 30 years in Tasman. For the Nelson Tasman urban environment overall, this deficit increases to 1,750 attached dwellings. In the MDRZ, the boundaries of the zone have been determined from experience with the Richmond Intensive Development Area (RIDA) analysis for the FDS and policy 5 of the NPS UD, providing certainty.

	By enabling more worker accommodation for primary producers there could be an environmental cost through the loss of highly productive land used to build worker accommodation on. However the proposed amendments to the Zone rules mean that as the activity status escalates, the matters of discretion increase in Rural Zones. Also the proposed policies and rules state that subdividing accommodation buildings off should be avoided. **Economic** This option will be more administratively costly than option (b) (status quo) as it involves developing a plan change which is undertaken concurrently with a change to the TRPS. However this option implements the NPS UD and gives effect to Council's FDS and TRPS C1. However, given the enabling nature of the provisions the transactional costs of achieving the outcomes will be lower than other options. Infrastructure costs are likewise expected to be less than other options due to the expected higher densities of dwellings enabled. There are significant costs associated with providing the required infrastructure to service newly zoned areas of land for urban development.	intensification regulation. The new Medium Density Design Matrix is proposed to reduce Council's external costs of peer reviews by urban designers of proposals. The development community (including mum and dad developers) will benefit from significantly greater certainty in the policies and rules. This will give confidence for those looking to invest that they can go ahead with much lower levels of risk. Local businesses will benefit economically from more residents living in and close to Tasman's centres, with the FDS spatial pattern of growth being one of consolidation, reflected in the sites to be zoned in PC81. The social impact assessment prepared for PC81 also concluded that positive social impacts would arise from the MDRZ increasing population density, strengthening local businesses and boosting economic activity. In terms of enabling more worker accommodation in Rural Zones there will be an economic benefit for Tasman's economy, by introducing more flexibility into the rules than currently exists. Horticulture and fruit growing contributed $173M to Tasman's GDP in 2024. **Social**	expectations for the spatial arrangement of development, OSPs facilitate efficient infrastructure provision, support economies of scale, and minimize duplication of effort. This coordinated approach reduces transaction costs, accelerates decision-making, and ensures that resources are allocated effectively to deliver well-functioning, connected neighbourhoods. The structure of the objectives, policies, and rules has been carefully designed to maximise the efficiency benefits of OSPs. By providing a clear, up-front spatial framework for larger or complex sites, OSPs streamline the development process, reduce uncertainty, and minimise the risk of costly redesigns or delays. This coordinated approach allows infrastructure and amenity requirements to be addressed early, supports economies of scale, and ensures that resources are allocated where they are most needed. In turn, this reduces transaction costs for both developers and Council, accelerates decision-making, and delivers more predictable, cost-effective outcomes for the community. Proposed rules in PC81 in the MDRZ provide that if the pass score is not achieved from the Medium Density Design Matrix to gain consent, it does	General and Zone Rules are proposed as part of PC81 that require infrastructure standards are met when processing a resource consent. This includes comprehensive development in the new Medium Density Residential Zone (MDRZ). Where servicing is not immediately available for a site for urban development, it is 'deferred' for servicing in PC81. This may be for water, wastewater, stormwater or transport.. The destination zone cannot be realised until the servicing becomes available. Such sites therefore are providing plan enabled capacity but not infrastructure ready capacity in some cases. There are risks of not acting through increased loss of productive land due to pressure for more housing in the absence of higher density requirements for greenfield land and enabling medium density in brownfield locations.

	In the case of housing in Tasman, this applies to intensification and greenfield development. Greenfield areas offer more opportunity to design for density from the outset than is possible with incremental intensification and as a result are sometimes more affordable. These costs will fall to both Council and developers. Most have already been budgeted for in the Council's Long Term Plan, but some additional infrastructure items will need to be included to provide the necessary servicing. This is due to the need to borrow finance to pay for infrastructure upgrades, before this is recouped through development contributions. Council plans to spend $409M on growth related infrastructure projects over the next 30 years. With brownfield redevelopment, uptake is uncertain and costs are spread out over a longer time period than for greenfield development. If greenfield development is also at medium density, this presents itself as a cheaper option in terms of borrowing finance for infrastructure. If development causes existing infrastructure to reach capacity then further development may need to be paused until additional capacity is provided through upgrades or new infrastructure. In the case where this is	Housing affordability is a significant problem in Tasman, as identified in the HBA and annual monitoring reports. Massey University's home affordability index consistently shows Tasman as the 2nd or 3rd least affordable region in the country in recent years. Increasing the capacity of housing land to keep up with demand and in particular providing for medium density on brownfield and greenfield sites, aims to help improve housing affordability. PC81 provides for a greater range of housing choice for the community, for which demand exists. The Housing Preferences survey 2021 results showed that 71% of residents prefer stand alone dwellings, which are more common in greenfield developments. 62% of older residents prefer stand alone dwellings. 29% of residents preferred attached smaller dwellings. PC81 proposes greenfield and brownfield sites for housing capacity and a mix of densities from rural residential to medium density typologies, such as duplexes, town houses and low rise apartments. This will lead to benefits for many members of the community, especially single person households, couples, first home buyers and older people. FDS, Richmond Spatial plan and Mapua Master Plan consultations revealed significant demand from older people	not escalate the activity status but triggers focused assessment, relying on the additional matters of discretion. This is proposed as a more efficient way of processing resource consent applications.	

	currently not budgeted for then the cost will have to be met through future LTPs or by developers. The residential provisions of PC81 could entail additional costs for some businesses, with requirements to prepare for current and future mobility modes. There will be costs for applicants in preparing resource consent applications, including in the MDRZ. Amendments to chapter 19 of the TRMP (information required for consent applications) clarify that the MDRZ requires a land use-led approach which requires the design of developments to be assessed in addition to the infrastructure and engineering matters associated with the subdivision of new allotments. Applicants will need to commission plans and technical reports (including evaluating the medium density design matrix) and where relevant the matters identified in the Outline Development Plans and an AEE. Costs should decrease for developers over time as they gain experience from working with the new MDRZ rules. **Social** Comprehensive residential development in urban areas can detract from amenity values appreciated by some incumbent	who wish to age in place, in their town rather than move elsewhere when downsizing. PC81 provides for that through its zoning rules on certain sites in towns. Proposed intensification in Tasman's main towns will enable these centres to grow and diversify and continue to form strong focal points for the community. The social impact assessment prepared for PC81 concluded that positive social impacts would arise from the MDRZ providing affordable diverse housing. Increased use and development of green infrastructure locations (parks and reserves) will support social outcomes. The social impact assessment prepared for PC81 concluded positive benefits from social cohesion with greater density enhancing vibrancy and interaction, although it must be supported by investment in public spaces. This will be addressed through Long Term Plan investment. PC81 proposes improvements to the TRMP to enable more seasonal worker accommodation in the rural zones. The outdated nature of the definition, policies and rules on worker accommodation has been identified by primary producers across Tasman. The changes should enable accommodation to be provided more		

	people but improve amenity values appreciated by others, including by providing increased and varied housing densities and types. The NPS UD recognises that amenity values develop and change over time and are not of themselves an adverse effect. Various amendments proposed to the existing TRPS issues, one objective and policies as part of Change 1 recognise that amenity values in areas planned for intensification develop and change over time. There could be some social costs arising from the new MDRZ rules, in that restrictions will be placed on the size of lots that can be subdivided for standard density residential and the subdivision has to achieve a minimum density. Land available for medium density development is scarce. Therefore, the use of the Zone seeks at least a minimum density to ensure that land is used efficiently. This transition towards development may pose a social cost for some landowners looking to do standard infill development. Social costs could arise from intensification if service and facilities are insufficient. The social impact assessment found that Richmond lacks indoor community spaces while the	timely and in a low-cost manner, while avoiding or mitigating potential adverse environmental effects. For example restrictions are proposed to control 'hot bedding' (sleeping in shifts) with maximum occupancy of 35. These changes should result in social benefits for both seasonal employees and employers. The changes to worker accommodation policies and rules which seek to enable more worker accommodation could also result in social benefits for the communities of Tasman and visitors. Since 2019 in Motueka five motels or backpackers have been purchased by growers for worker accommodation. This is placing pressures on lack of visitor accommodation and also has affected availability of housing rental stock. **Cultural** Some environmental management plans of ngā iwi encourage affordable housing options. As stated above the real demand is driven by whether the community can afford to borrow money to purchase a house. Housebuilders will then deliver homes at a rate that is consistent with the local absorption rates. Those factors are beyond the scope of this plan change and are influenced by the Government and Reserve Bank. However providing sufficient housing		

	other towns are better positioned with some targeted improvements. **Cultural** Engagement with ngā iwi on PC81 indicates that planning for growth raises some concerns, mainly potential impact of development on the natural environment. It can also impact on sites of significance to Māori but rigorous checks have been undertaken to ensure this risk is minimised. Early engagement with ngā iwi demonstrated that the proposed sites do not adversely affect places of cultural heritage significance to Māori. Development of the FDS included assessing all sites against 21 criteria in the multi criteria assessment. These included the potential impact of development on the life sustaining quality of natural resources and eco-systems. Cultural costs of option (a) have therefore sought to be minimised.	land capacity together with policies and rules that require a variety of housing types to include more affordable options is something that Council can do to encourage greater affordability for its residents, leading to cultural benefits.		
Economic Growth and Employment	**Economic Growth**		**Employment**	
	The proposed residential provisions, including the Medium Density Residential Zone (MDRZ), are expected to deliver substantial benefits for economic growth in the Tasman District. By enabling a greater supply and diversity of housing—particularly in areas of high demand and close to existing centres—the plan change will stimulate construction activity, support local trades and suppliers, and generate multiplier effects throughout the regional economy. Intensification within urban areas allows for more efficient use of land, preserves productive rural land for primary industries, and increases the resident population base that		The plan change is also expected to have a positive impact on employment, both directly and indirectly. The increased construction activity associated with new housing and infrastructure will create jobs in the building, trades, and professional services sectors. As new residents move into intensified urban areas, there will be greater demand for local services, retail, and community facilities, further supporting job creation. Evidence from the 2023 NRDA survey shows that 25% of local businesses identified housing, employment, and social conditions as the most important local support	

	supports local businesses and services. While the assessment is primarily qualitative, evidence from the Housing and Business Assessment (HBA), the Richmond Spatial Plan, and the Nelson Tasman Future Development Strategy (FDS) demonstrates that housing supply constraints have been a limiting factor for economic growth in recent years. By addressing these constraints, the plan change is expected to enable more sustainable business growth, increased local spending, and a more resilient regional economy. The Council will continue to monitor economic indicators and housing delivery to ensure that anticipated growth outcomes are realised.		measures for their business, and feedback from areas such as Tākaka highlights that a lack of available housing is a barrier to attracting and retaining employees. By improving housing supply and affordability, the plan change will help address these constraints and support a more dynamic and accessible labour market. The Council will monitor employment trends and business feedback through its ongoing reporting processes, and will be able to adapt its approach if outcomes diverge from expectations.	
PROPOSED OPTION (B)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of acting or not acting**
Do not update the TRMP with a new package of residential provisions instead relying on its existing provisions giving effect to the NPS UD and TRPS C1 (status quo).	**Environmental** The environmental costs of the status quo position may involve continued inefficient use of land resource. The existing provisions in the TRMP for intensification introduced via plan change 66 in 2018, are unlikely to enable housing of the density now sought due to relatively conservative rules and conditions. While 89 net new dwellings have been gained through PC66 since end 2018, they are generally single storey, attached units or one stand alone infil unit. The operative intensification rules also only apply to the Richmond Intensive Development Area, whereas the new medium density residential zone would apply to a wider area. Tasman is a council that is growing and if the TRMP is not changed, intensification opportunities will not	**Environmental** Possible benefits exist for the environment from not planning for further urban growth, but Council has a statutory obligation to provide sufficient urban land capacity and to provide well-functioning urban environments. The growth pressures would in any case remain and ad hoc proposals could be put forward by private plan change or resource consent applications. Council therefore needs to find a way of planning for further urban development capacity while ensuring that important environmental and cultural values are protected. While the status quo may result in less immediate urban intensification, it could offer some short-term environmental benefits by preserving existing urban green spaces,	**Effectiveness** Without PC81 Council would have less control over the nature of urban development proposed and potentially allowed. The growth pressures would remain regardless of PC81 proceeding or not. Relying on existing provisions, including zonings of land would be ineffective in enabling Council to provide sufficient housing land capacity to meet demand. Existing objectives on urban growth in the TRMP are quite general and open. They do not address the need for smaller dwellings for example, nor the locations that require medium density the most. The provisions of plan change 66 (2018) have provided some medium density in central Richmond with a net gain of 89 dwellings 2018-2024, but more	**Risks of not acting** – Council has an evidence base on which to base PC81 in the form of the FDS, the HBA 2024 and surveys such as the Housing Preferences Survey 2021. This survey showed the current housing stock in Tasman is too heavily skewed towards stand-alone housing. In 2018 90% of dwellings were stand alone, whereas according to the survey of residents living in Tasman's urban environment, 71% of respondents seek this type of housing, with 29% seeking attached housing. Medium density can provide attached dwellings in Tasman in the form of duplexes, terraced houses and low-rise apartments. Such evidence has shown how Tasman is significantly short on smaller attached dwellings in the

	be realised in a manner sufficient to provide sufficient capacity in and around town centres, to reduce the dependence of the District on expansion onto greenfield sites. More highly productive land will be consumed for development, wasting valuable resources and at an environmental cost. **Economic** The TRMP currently does not contain sufficient zoned land to meet expected housing demand over the next ten years. If the TRMP is not changed with new areas of zoned land to enable more housing, the shortfall will be greater than currently estimated in the latest HBA. This will come at an economic cost for Tasman's community and businesses if house prices continue to be unaffordable and employees new to the area are unable to find a dwelling. This would include primary producers and seasonal workers if the rules of the TRMP are not made more enabling on worker accommodation. Horticulture and fruit growing contributed $173M GDP to Tasman's economy in 2024. Status quo would also not be effectively implementing existing TRMP objective 6.2.2.3 which sets out the housing bottom lines 2024-2054. Council's statutory functions include establishing and implementing	maintaining established neighbourhood character, and potentially reducing the pace of construction-related emissions and disruption. Slower growth may also ease short-term pressure on local infrastructure and natural resources, allowing ecosystems more time to adapt. However, these benefits are likely to be outweighed over time by the continued expansion of urban areas into greenfield and highly productive land, as well as by the risk of uncoordinated, ad hoc development that can undermine broader environmental objectives. Overall, any positive environmental effects of not acting are likely to be limited and temporary, especially given ongoing demand for housing and the need for more sustainable, efficient land use. **Economic** This option will be directly less costly than option (a) as it would not require a plan change. Lower short-term infrastructure costs to the Council. **Social** Some members of the community do not wish for Tasman to grow any further and so failing to plan for additional residential development in the TRMP may be seen as a benefit by	regulatory focus is needed to enable greater density, if the growth objectives of the FDS are to be realised To continue to rely on the existing provisions of RIDA for intensive housing in Richmond, may not be effective. A review of the existing RIDA rules in 2020, found that consultants concluded the existing rules are complicated, which reduces their effectiveness. Continuing to use urban design panels to review medium density housing proposals can provide a degree of independent advice but are to date in NZ, all outside of the statutory resource consent process and give advice that is not always enforceable by the council - especially where advice is given on the general basis of just 'making something better.' This reduces the effectiveness of this approach. **Efficiency** The TRMP is outdated but it is not the appropriate time to undertake a full review of the TRMP when new plan- making legislation is currently being written by Government. However to not update parts of the TRMP in respect of the NPS UD and FDS, while also giving effect to the TRPS C1, would also be inefficient	form of townhouses, duplexes and low rise apartments (by over 700 such dwellings between 2024-2054.) Tasman is also short on dwelling capacity generally over the next ten years amounting to 360 dwellings even with the capacity from PC81. When Tasman's dwelling shortfall is combined with Nelson City Council's shortfall, identified in its HBA, this grows to a combined shortfall of 600 dwellings in the medium term (2028-2034). If Council does not act with this plan change that shortfall will only further increase. By not acting, the resource consent regime for intensification in the TRMP that retains key discretions for the Council can result in uncertainty and inconsistency in terms of what an acceptable outcome may or may not be. The extensive list of assessment matters are currently too open-ended and are principles / concepts rather than specific measurable outcomes that are provided in the new Medium Density Design Matrix. The new MDRZ seeks to ensure successful design outcomes and liveability in denser environments, while providing greater certainty to potential applicants.

	methods to ensure that there is sufficient housing land capacity. With option (b) less certainty would exist over when the infrastructure costs can be recouped via development contributions in the absence of a plan change. Lack of regulatory planning to accommodate growth would mean more uncertainty for infrastructure planning also and economic costs to Council and ratepayers. The existing intensification rules in the TRMP rely on the use of Council's urban design panel for key redevelopment proposals. This is a voluntary pathway but is free to the applicant and therefore comes at a cost to Council (and ratepayers), which would continue with the status quo regulatory position. Proposed policy and rules in PC81 recognise that the ways to achieve successful urban design and amenity outcomes do not always have to rely on expert urban designers. The existing resource consent regime in Tasman means costs can escalate for Council if it needs to engage additional technical urban design experts to assess proposals. **Social** The social impact analysis prepared for PC81 identifies positive impacts from the MDRZ rules on housing supply,	this part of the community. However by failing to plan for Tasman's population growth, Council would not be meeting the social, cultural, economic and environmental needs of the community at large. **Cultural** No cultural benefits for this option have been identified, since potential impacts on the natural environment and adverse effects on places of cultural heritage significance would remain with private plan changes and resource consent applications for urban development.	given the significant time lag between when the new Government came into power and new legislation being enacted. In the interim, PC81 can provide for the additional housing and business land capacity needed for the next 10 years, which includes a range of housing types. If PC81 did not proceed and existing provisions of the TRMP were relied upon for medium-density housing development, design-based assessment would still be required on an individual basis. Disagreement can sometimes revolve around unclear or potentially subjective provisions, such as some of the existing RIDA provisions that lack clear measurable metrics or acceptable solutions. The proposed MDRZ rules propose to restrict activities that may compromise development of land in accordance with medium density objectives, in order to preserve that opportunity for greater density. Subdivision applications need to be in accordance with a land use consent or proposal. This is in order for the MDRZ to be more efficient. The current RIDA rules do not do that.	

	diversity of housing, benefits for businesses and consequent social effects. With the relatively low levels of intensification occurring currently in Tasman's main towns under operative rules, these benefits would not be realised and could constitute indirect costs. If intensification of housing land is not further enabled, known demand will be unmet, potentially leading to even higher house prices for the community. The outdated nature of the existing definition, policies and rules on worker accommodation has been identified by primary producers across Tasman. This is imposing social (as well as economic) costs on primary producers and seasonal workers. In the absence of change these costs would continue. **Cultural** The social impact analysis prepared for PC81 identifies positive impacts from the MDRZ rules on social cohesion and culture, with potential for diverse community events in the towns with more people living there. In the absence of the MDRZ with probable continued modest increases in the number of people living in town, these opportunities could be missed and constitute indirect costs.			

Economic Growth and Employment of proposed objective (b)	**Economic Growth** Failing to plan for more housing land would have negative economic consequences in a region where recent population growth is forecast to continue. Growth benefits the economy and in particular industries supported by the construction and housing market, with a knock-on effect on productivity.		**Employment** Option (b) would continue to exacerbate the existing problem of employees struggling to find residences in Tasman. It would not assist the known problem of businesses in the region identifying housing, employment and social conditions as the local support measure most likely to have the biggest impact on their business (2023).	
PROPOSED OPTION (C)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of acting or not acting**
Amend the TRMP but with fewer provisions introduced and less prescription, with overarching objective 6.4A.2.1 and policies only, relying on existing methods for intensification, omitting further zoned land.	**Environmental** If the existing methods were relied upon for intensification, uptake would continue to be relatively slow, having been a net gain of 15 dwellings per year 2018-2024 under current RIDA rules. If the MDRZ is not introduced for Tasman's main towns, housing capacity opportunities will not be realised to reduce the dependence of the District on expansion onto greenfield sites. More highly productive land will be consumed for development, wasting valuable resources and at an environmental cost. In the absence of outline spatial plans for larger unfragmented greenfield sites in the MDRZ, there is a risk that the urban site is not developed as efficiently, or that poor urban form outcomes may result. For larger undeveloped sites, the priority and focus are on the efficient use of that land for housing typologies that are in	**Environmental** Potential benefits exist for the environment from not planning for further housing by zoning more land, but Council has a statutory obligation to provide sufficient urban land capacity and to provide well-functioning urban environments. Council therefore needs to find a way of doing this while ensuring that important environmental and cultural values are protected. **Economic** The costs for applicants in preparing resource consent applications for intensive housing in RIDA would likely be less than an application in the proposed MDRZ. That said applications in RIDA already frequently incur extra costs associated with a stormwater engineer. However the MDRZ requires a land use-led approach which requires the design of developments to be assessed in addition to the	**Effectiveness UDG** A review of RIDA rules for Council's 2020 Intensification Action Plan found that consultants concluded it was not completely clear what Council was trying to achieve for medium density housing in Richmond**.** This **c**reates some angst among the developer community. The review also found that consultants often go straight to the rules for intensification rather than reviewing the objectives and policies. Therefore without the new MDRZ, this lack of clarity with the intensification rules may continue to frustrate the developer community and intensification uptake may not increase significantly. This is an ineffective approach. Currently in the RIDA rules, only a small breach can trip the proposal from Restricted Discretionary Activity when that breach may not be	The risk of not acting and not introducing the full suite of provisions proposed in PC81 but only introducing overarching objectives and policies, relying on existing zoned land and existing rules, is that the housing shortfall already projected over the next ten years even with PC81, would increase. Council would not be fulfilling its statutory obligations in establishing objectives, policies and methods to provide sufficient housing land capacity to meet demand. If new regulatory methods were not proposed as part of PC81 (eg the MDRZ was not included) an urban design guide could be relied upon instead to achieve intensification i.e. less rules and more emphasis on guidelines. Council investigated whether such non-statutory mechanisms as design guidelines

	short supply in Tasman. Without such methods, lower density residential development would likely be proposed, again resulting in greater pressure on more greenfield expansion of the main towns for additional housing capacity. **Economic** Less certainty would exist over when the infrastructure costs can be recouped via development contributions in the absence of additional zoning of land which may incur greater cost to Council and hence passed onto applicants/ratepayers. Lack of regulatory planning to accommodate growth would mean more uncertainty for Council's infrastructure planning also and more cost due to inefficient processes. A review of the existing RIDA rules in 2020, found that consultants concluded the existing rules are complicated, which adds costs when preparing a resource consent application. To continue to rely on these rather than introducing the MDRZ would add cost for applicants. Less regulatory prescription in the plan change and more flexibility in the policies and rules and lack of new zonings, would likely lead to greater debate at the consenting stage or	infrastructure and engineering matters associated with the subdivision of new allotments. Applicants will need to commission plans and technical reports (including evaluating the Medium Density Design Matrix) and where relevant the matters identified in the Outline Development Plans and an AEE. The economic costs to an applicant under existing intensification rules could therefore be less. **Social** Certain members of the community are against housing intensification as a concept, so the low level of intensification currently occurring through the RIDA rules in Richmond would probably be seen as a benefit to these residents, rather than the increased intensification that should occur using the new MDRZ. As stated above the costs for applicants in preparing resource consent applications for intensive housing under RIDA rules would likely be less than an application in the proposed MDRZ, which would benefit 'Mum and Dad' developers the most. Such applicants currently form around 70% of applicants for intensification in RIDA between 2018-2024, largely proposing infil developments rather than redevelopment.	significant, which is not very effective. The MDRZ rules propose greater flexibility: non- compliance with conditions does not escalate the activity status but triggers a focussed assessment, relying on the additional matters of discretion. With option (c) urban design guides could be relied upon instead to achieve intensification aims instead of the new MDRZ. However this may lead to increased subjectivity and inconsistency when applications are prepared and processed. Worse, resource consent regimes associated with non-statutory guidelines (which do not often express specific solutions or outcomes) sometimes result in the guideline being ignored or only used selectively by applicants and councils. This has been the case to date with Tasman's urban design guides in the TRMP for development areas. By not zoning more land for urban development under option (c), but perhaps relying instead on Council's HBA (which indicates further capacity is required) it is not likely to be effective. Relying on private plan change proposals or resource consent applications to provide capacity will result in ad hoc growth, not aligning with the FDS to locate in sustainable, serviced areas. Council will also likely be ineffective in providing sufficient	would assist in promoting good design and medium density housing. Council saw no benefit in just replicating what has been done many times elsewhere and, in particular, saw no need for another non-statutory design guideline with exemplary concepts – all of which have already been frequently drawn or explained elsewhere. Design guidelines are not a statutory substitute for TRMP provisions and the risk of relying on such an approach would be that insufficient intensification occurs and the design outcomes sought are not achieved.

	private plan change about the detail, increasing costs for all parties. **Social** To largely rely on existing methods (existing zoned land) for providing additional housing capacity would result in insufficient capacity to meet demand. This would come at a social cost, failing to help improve housing affordability or ease the known homelessness that exists in some part of Tasman. Operative rules in the TRMP often do not require applicants to provide some smaller sections which could provide attached dwellings. If greater density of housing is not required, known demand (according to Council's Housing Preferences Survey 2021) will be unmet. For greenfield sites, developers have rarely volunteered smaller attached dwellings in their proposals, hence the significant shortfall of attached housing that exists currently in Tasman. According to Council's surveys of demand, this is resulting in social costs for residents who wish to occupy such dwellings. The social impact analysis prepared for PC81 identifies positive impacts from the MDRZ rules on housing supply, diversity of housing, benefits for businesses and consequent social effects. With the relatively low levels	The proposed MDRZ rules propose to restrict activities that may compromise development of land in accordance with medium density objectives, in order to preserve that opportunity for greater density. This is in order for the MDRZ to be more efficient. The existing RIDA rules are more flexible in this respect and by continuing to rely on those rules, this would have social benefits for the 'Mum and Dad' developers. **Cultural** There could be cultural benefits from less development by not zoning more land for development and therefore greater potential for ensuring cultural values are protected in the management of wastewater and ensuring wāhi tapu resource gathering areas are protected from wastewater contamination during weather events. However potential impacts on the natural environment and adverse effects on places of cultural heritage significance would remain with private plan changes and resource consent applications for urban development.	capacity to meet demand. Practice to date has shown that even though previous HBAs indicated many more attached dwellings were required, developers have not proposed these as part of their developments, therefore regulatory change is needed to secure more smaller attached dwellings. Option (c) would not be an effective way of implementing existing TRMP objective 6.2.2.3 which simply sets out the housing bottom lines (capacity) needed between 2024-2054, as required by the NPS UD. **Efficient** With option (c) the absence of Outline Development Plans for larger greenfield sites in the proposed MDRZ would result in less efficient infrastructure components necessary for a neighbourhood such as roads, reserves and other amenity components. The lack of outline development plans could also result in a less efficient layout of site with poor urban design outcomes for adjoining residents. Relying on private plan changes and resource consent applications will be a less efficient way of delivering housing land capacity at scale. It will lead to ad hoc development not aligned with the FDS' spatial strategy.	

	of intensification occurring currently in Tasman's main towns under operative rules, these benefits would not be realised and could constitute indirect costs. **Cultural** Neutral due to separate provisions remaining in PC81 for papakāinga (see table below).		It will also hinder integrated infrastructure planning, with Council responding to proposals rather than planning sequentially and systematically for housing growth. The TRMP is outdated and it may be more efficient to introduce a new MDRZ and newly zoned land when Council undertakes a full review of the TRMP and prepares a new plan under new legislation, currently being written by Government. However to not proactively plan to provide sufficient housing land capacity in the interim when Tasman's population continues to grow, would mean that the housing shortfall already projected over the next ten years would be even greater.	
Economic Growth and Employment of proposed objective (c)	**Economic Growth** Failing to proactively plan with objectives, policies **and new methods** to provide sufficient housing land capacity would result in unmet demand with negative consequences for both the residential and economic market and the wider community. It would not assist economic growth and would lead to applicants pursuing proposals through expensive methods such as private plan changes instead.		**Employment** Option (c) would continue to exacerbate the existing problem of employees struggling to find residences in Tasman. It would not assist the known problem of businesses in the region identifying housing, employment and social conditions as the local support measure most likely to have the biggest impact on their business (NRDA 2023).	
Overall evaluation of options	**Option A: Introduce a Suite of New Provisions (Preferred Option)** Option A proposes a comprehensive package of new objectives, policies, and rules—including the Medium Density Residential Zone (MDRZ), Outline Spatial Plans (OSPs), and the Medium Density Housing Design Matrix—to enable intensification and a greater diversity of housing in Tasman's urban areas. This option is strongly supported by robust evidence from the Future Development Strategy (FDS), Housing and Business Assessment (HBA), Richmond Spatial Plan, and extensive engagement with the public, stakeholders, and iwi.			

	Environmental wellbeing is promoted through more efficient land use, reduced pressure on highly productive land, and the integration of green infrastructure and stormwater management. Economic wellbeing is enhanced by supporting construction activity, local businesses, and a more resilient regional economy, while also reducing uncertainty and transaction costs for developers. Social wellbeing is addressed by increasing housing choice and affordability, supporting aging in place, and fostering vibrant, well-connected communities. Cultural wellbeing is advanced through improved provisions for papakāinga and ongoing engagement with iwi. Risks associated with this option are considered low, given the strong evidence base, alignment with national policy, and the adaptability of the planning framework. The approach is both effective—delivering on statutory and community objectives—and efficient, streamlining processes and reducing long-term costs. **Option B: Status Quo (Rely on Existing Provisions)** Option B would retain the current TRMP objectives, policies, and rules, relying on existing mechanisms for intensification and growth. The assessment finds that this option is unlikely to deliver sufficient housing capacity or diversity, as the current provisions are too general, open-ended, and have not kept pace with demand or national policy requirements. Environmental costs include continued inefficient land use, increased greenfield expansion, and loss of highly productive land. Economic costs are significant, with constrained housing supply limiting economic growth, business attraction, and employment opportunities. Social costs include worsening affordability, unmet demand for diverse housing, and ongoing barriers for seasonal workers and vulnerable groups. Cultural costs are also high, as outdated provisions perpetuate barriers for Māori and do not support papakāinga or cultural aspirations. While there may be minor short-term benefits—such as preservation of existing neighbourhood character or reduced immediate infrastructure strain—these are likely to be outweighed by long-term negative impacts. The status quo is neither effective nor efficient, and risks perpetuating existing problems without providing a pathway for improvement. **Option C: Minimal Change (Fewer Provisions, Less Prescription)** Option C would introduce only high-level objectives and policies, relying on existing methods and zoned land, and omitting the more prescriptive MDRZ and associated tools. This approach may offer some flexibility and lower up-front costs, but it lacks the regulatory clarity and certainty needed to drive meaningful change. Environmental outcomes may be marginally better than the status quo if some intensification occurs, but without strong mechanisms, greenfield expansion and inefficient land use are likely to persist. Economic benefits are limited, as uncertainty and lack of direction may deter investment and slow housing delivery. Social and cultural benefits are also constrained, as the approach does not address the underlying barriers to housing choice, affordability, or cultural expression. This option may be partially effective in areas with low growth pressure or where existing provisions are adequate, but it is unlikely to deliver the scale of change required to meet statutory and community objectives. Efficiency gains from reduced regulation are likely to be offset by increased uncertainty, transaction costs, and the risk of ad hoc development. **Conclusion** After considering the costs, benefits, effectiveness, efficiency, and risks associated with each option, **Option A** is clearly the most robust and appropriate approach for achieving the objectives of Plan Change 81. It is grounded in strong evidence, aligns with national and regional policy, and has been shaped by extensive engagement. Option B (status quo) and Option C (minimal change) are both insufficient to address the challenges facing Tasman's urban areas and would

	perpetuate existing problems. Option A provides the best balance of environmental, economic, social, and cultural outcomes, and is recommended as the preferred option.

Recommended option

After a comprehensive assessment of all options—considering costs, benefits, effectiveness, efficiency, and the risks of acting or not acting—it is clear that the preferred approach is to adopt the full suite of proposed residential provisions for the TRMP, as set out in Option (a). This option best implements the requirements of the National Policy Statement on Urban Development (NPS UD), gives effect to the Tasman Regional Policy Statement Change 1 (TRPS C1), and aligns with Council's Future Development Strategy (FDS). The proposed plan change is grounded in robust evidence, extensive engagement, and a strong policy framework, ensuring that it will deliver efficient, effective, and sustainable outcomes for the district. The content of the plan change is summarised above in section 7.0.

10.6 Evaluation of Suite of Commercial Provisions in achieving the Land for Commercial activities objectives

The TRMP already contains an objective on a suitable supply of industrial land over the long term (6.5.2.2) and as part of PC81, a proposed policy 6.5.3.1A on a supply of industrial land. No new objectives are therefore proposed as part of PC81 for industrial land.

In relation to commercial activities, the amendments to objectives 5.4.2, 6.6.2.2, and 6.7.2 are consequential in nature, arising from broader changes to the structure and terminology of the plan rather than representing substantive shifts in policy direction. These objectives have been updated primarily to ensure consistency with new and amended objectives, policies, and rules introduced elsewhere in Plan Change 81—such as the introduction of the Medium Density Residential Zone, updated urban design provisions, and the new commercial centre hierarchy. The changes are intended to align terminology (for example, updating references from "settlements" to "urban and rural centres" or from "business" to "commercial"), clarify the scope of objectives, and maintain internal consistency across the plan. No new policy intent or regulatory approach is introduced through these amendments; rather, they support the effective implementation of the substantive provisions of the plan change.

Table 14 Commercial Provisions Evaluation

Evaluation of Suite of Commercial Provisions in PC81, in achieving the Proposed Land for Commercial Activities objectives 6.6.2.3 and 6.6.2.4, and amendments to transportation objective 11.1.2
PC81 proposes two new objectives on commercial land, one related to a supply of suitably located commercial land to provide for regional and district needs for the long term and another on an established hierarchy of existing commercial centres, based on the National Planning Standards 2019 Zone names. Amendments to existing policies are proposed as well as seven new policies. The new policies relate to the proposed centres hierarchy, infrastructure and investment efficiencies gained from the hierarchy, the role of Richmond metropolitan centre and of Motueka and Tākaka centres in the District, the roles of local and neighbourhood centres, enabling commercial activities near reserves/open space and enabling limited commercial activities in the MDRZ. Amendments to policies include those on Mixed Business activities (see section 6.6.3). In the Richmond section 6.8, four new policies are proposed for Richmond's commercial role and one new policy on enabling taller commercial buildings in Richmond, incorporating residential opportunities above ground floor. In the Motueka section 6.9 a new policy is similarly proposed on enabling mixed use developments in the commercial area. Amended rules are proposed in the Zone rules chapter 17.2 to enable permitted building heights in Richmond and Motueka's Commercial Zone to 13 metres. In the Tākaka section 6.11 a policy is amended to ensure that Tākaka's CBD Zone continues to develop as the main hub for commercial and service activities in Golden Bay and Collingwood and Pōhara serve the role of local centres. Amendments are also proposed to the Zone rules chapter 16.3.4 and 17.3 on the Mixed Business Zone and information requirements for consents (19.2) to: - permit bulky goods retail activities, typically car orientated, in the zone - permit other retail activities subject to a minimum gross floor area per individual tenancy **and** a maximum overall floor area per site - manage all other retail activities to varying degrees - avoid smaller retail activities in this zone, which are more appropriately accommodated in the centres - Remove the retail frontage area along Lower Queen Street Mixed Business zone area Changes to transportation provisions provide for accessible urban development that aligns with amended objective 11.1.2, assessed as part of this bundle of provisions.

Appendix 23 summarises the provisions in full and section 7 of this report provides an overarching summary.				
PROPOSED OPTION (A)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Introduce a suite of provisions in PC81 to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives. The overall structure of the TRMP is retained but issues, objectives, policies and methods are added or existing ones amended.	**Environmental** Providing for further business land under the obligations of the RMA and NPS UD and the FDS' growth strategy, requires Council to find a balance between sometimes competing objectives, otherwise costs to the environment may arise. The FDS seeks to deliver a growth strategy that broadly achieves 11 objectives provided in section 6.2 above. These include for impacts on the natural environment to be minimised and opportunities for restoration to be realised and that Tasman's highly productive land is prioritised for primary production. Most of the sites proposed in PC81 are adopted FDS sites and have been assessed against these criteria. New sites have been assessed against the same criteria. There are five sites proposed for commercial or mixed business zoning	**Environmental** Environmental benefits will result from providing new commercial land either within or close to towns which are growing. These include: - a compact urban form, reducing general reliance on cars for travel and encouraging pedestrian/active travel oriented visits for retail activities, excluding bulky goods which are permitted in the Mixed Business Zone. -using less highly productive land for greenfield commercial development by containing sprawl, minimising impacts on the natural environment -closer proximity to amenities and services - Good accessibility for people between jobs and housing. Accessibility from all FDS sites to jobs, schools, daily services and other amenities, by all modes of transport, was assessed at the multi criteria analysis stage in some detail using a model prepared by MRCagney. It has been further assessed as part of PC81.	**Effectiveness** The proposed policies on the centre hierarchy, based on the National Planning Standards 2019 Zone names, ensure the relevant commercial objective of PC81 and policy 5.1C of TRPS C1 are achieved. The TRMP does not contain objectives for its individual commercial centres in chapter 6, so Council's objectives for each main centre are unclear. To date Council has had at least two private plan changes for large commercial development on the outskirts of Richmond where the commissioners made clear that the lack of clarity in the TRMP over Council's objectives for its centres was unhelpful. Significant amounts of Mixed Business Zoned land remains around Richmond and further development of this for large format retail could be to the detriment of Tasman's centres. Proposed policy 6.6.3.3 therefore establishes the defined role and function of each centre and the appropriate place in the commercial zone hierarchy. This, together with the proposed changes to	Council has undertaken retail audits of all of its town centres in 2020 and 2024 and this information has informed PC81. Analysis of each of the 13 centres in Tasman provides evidence for PC81 by - informing locations of zone changes for further commercial and Mixed Business development and evidence of demand in centres e.g. by retailers locating on land not zoned commercial on the edge of a centre such as Brightwater. The comprehensive survey data collected means Council is well informed about the health of each centre, the scale of each centre, number of retail units present, diversity of uses, demand by businesses and the role the centre is performing. This has directly informed the proposed centre hierarchy policy in PC81, fulfilling relevant objectives in the TRMP and TRPS C1. On demand for additional commercial land in Tasman, an economic assessment has been obtained which both informed Council's latest HBA 2024, the FDS,

	in PC81.[5] These are T-115 Berryfields, Richmond, T-122 Main Rd, Hope T-106 Ellis St Brightwater, T-150 two town centre sites in Murchison. They are all FDS adopted sites. T-106 and the two sites at T-150 do not comprise any highly productive land. T-122 comprises Land Use Classification 3 land, which is classified as high productive in the National Policy Statement on Highly Productive Land (NPS HPL), although T-122 is already partly developed. T-115 comprises LUC1 land but is already zoned deferred mixed business land in the operative TRMP and is exempt from the NPS HPL (clause 3.5). Several of Tasman's largest towns are surrounded by LUC1, 2 or 3 land. Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include: • the land is required to provide sufficient development capacity	**Economic** Providing sufficient capacity of *commercial, retail and mixed business land to meet demand will help ensure the continued economic growth of the regional economy, including Nelson. Growth benefits the economy and in particular industries supported by the construction market, with a knock-on effect on productivity.* There will be economic benefits for businesses looking to locate or relocate within the region by providing more opportunities. Landowners also benefit from the uplift in land value, by zoning it for urban development rather than rural land. There will be economic benefits from transport policies and rules requiring adaptation to different modes of transport other than the car. Until a solution is implemented to help peak traffic congestion around Richmond, use of non- car modes will have economic benefits for the economy.	the Mixed Business policies and rules is an effective way of indicating Council's preferred location for different types of commercial developments that generate many trips, as well as Council's objectives for each centre and is an effective way of achieving objective 6.6.2.4 of PC81 and the policy 5.1C in TRPS C1. By proposing additional sites to be zoned or changing existing rules for commercial/mixed use development, this is an effective way of ensuring that sufficient commercial land capacity is provided to meet expected commercial demand in Tasman. It will also support the role and function of those centres proposed for growth. The proposed changes to the Mixed Business policies and rules ensure that bulky goods retail activities remain permitted, but other retail activities are restricted in their gross floor area and/or type. This is to minimise flow on effects from significant large format retail development out of centre, on Tasman's centres, particularly	TRPS C1 and PC81. Feedback from consultation on Council's FDS also provided further anecdotal evidence of demand for more commercial/mixed business floorspace. Given the uncertainty with business land demand forecasting for the HBA, past building consent trends for commercial land from 2018-2024 were reviewed. This has been used in sensitivity analysis for land demand forecasting and has informed the sites proposed for rezoning Commercial/Mixed Business in PC81. More recently further economic advice has been obtained into the potential for flow-on effects of large format retail around Richmond town centre in the Mixed Business Zone. This examined various scenarios and has shown that if changes were not introduced to the operative policies and rules for the Mixed Business Zone, if large amounts of the Mixed Business Zone is developed for retail, the flow on effects could be

[5]In addition there are eight sites proposed for Light Industrial Zoning in PC81, these are T-35a Main Road Hope, T-171a SH6 Brightwater (enlarged site from engagement draft), T-108 Bird Lane Wakefield, T-182a Tākaka-Collingwood highway, Tākaka, T-228, T-229, T-230 all Motupipi St Tākaka, and site T-234 no. 26 and rear of 20 Fairfax Street, Murchison. These are proposed to implement the existing industrial land objective 6.5.2.2 and proposed policy 6.5.3.1A. T-182a and T-234 do not comprise highly productive land. T-171a contains LUC1 land but is already zoned for development and is developed. T-35a, T-108, T-228, T-229 and T-230 all contain LUC3 land, some of which is already developed. Government proposes to remove LUC3 land from NPS HPL by end 2025.

	to meet demand as required by the NPS-UD • there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment • the benefits of re-zoning the land outweigh the costs of the loss of the HPL In assessing the sites, those that contained HPL are considered to meet these criteria, and site T-122 in particular. The conclusion is reinforced by recent case law[6] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change. The Government has signalled that the NPS HPL will be amended so that	The proposed policies on establishing a hierarchy for existing commercial centres in Tasman, including proposed policies for commercial activities in Richmond not only meet the relevant objective in PC81 but also policy 5.1C of the TRPS C1. Such a hierarchy ensures Richmond will continue as the primary urban centre in Tasman and together with Motueka and Tākaka, be the central focus for pedestrian oriented commercial development. By establishing the defined role and function of each centre, economic efficiencies will be realised by focussing maintenance, upgrades, regeneration and infrastructure enhancements in those centres, relative to their defined role. Such a hierarchy helps achieve well-functioning urban environments, general objective 2A, proposed in TRPS C1. The proposed changes to the Mixed Business Zone policies and rules would ensure that flow on effects from significant amounts of large format retail in Tasman's Mixed Business Zone are minimised and Richmond's town centre would not be threatened. This method provides economic benefits for Tasman's town centres, particularly	Richmond. PC81 also proposes applicants provide a retail impact assessment of Mixed Business Zone development on Tasman's centres, including cumulative effect. **Efficiency** While urban development can have adverse effects on the natural environment and lead to inefficient use of land, the strategic planning for commercial capacity that has already taken place in Tasman through the FDS will ensure that such impacts are minimised. Further environmental impact evaluations have also been made of the sites during preparation of PC81. Together TRPS C1 and PC81 will meet legal obligations to provide capacity for the right type of business demand. PC81 and TRPS C1 is giving effect to the NPS UD but also implementing the FDS. This effectively ensures that risks to the natural environment from urban development in inappropriate locations are minimised. Tasman's urban environment, particularly Richmond has grown significantly in the past 6 years. While the TRMP and TRPS are outdated,	significantly adverse to Tasman's town centres, especially Richmond. It therefore became clear that action was required and changes were needed as part of PC81 to the Mixed Business Zone policies and rules. Therefore sufficient commercial information is available and although some earlier demand forecasting is uncertain for the HBA, alternative forecasts have been used as well as more recent economic advice for retail having been obtained. Tasman was the fastest growing region between 2018 and 2023 with its population increasing by 5,429 people or 10.3%. Tasman's population is projected to continue to increase by around 1% per annum. Additional commercial sites need to be provided, in addition to the existing zoned Commercial/Mixed Business land, to provide business land to provide for the population growth. The rapid population growth means additional expenditure is available in Tasman for retail businesses. Recent increased interest by retailers in the

[6] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

	LUC3 would no longer comprise HPL. The rationale being LUC3 land being HPL may overly restrict the supply of greenfield land which may be suited for urban growth. The Government consulted in mid-2025 on the removal of LUC3 from HPL **package-2-primary-sector-discussion-document.pdf**. The changes are scheduled to be operative by the end of 2025. With commercial development, associated stormwater run-off can occur due to increase in impermeable surface. All sites have been assessed for infrastructure requirements in the background site assessment report. Sites T-106 and T-150 are already developed for different uses. T-115 has stormwater reticulation provided and runoff needs to be directed towards Poutama drain. T-122 is not currently serviced for stormwater runoff but proposals are underway by Council to extend the Borck Creek works and developers will need to provide on site mitigation. Environmental costs can also arise from increased traffic congestion to commercial development but all the proposed sites are either in existing town centres or on the edge of	Richmond but also Motueka and Māpua. There will be economic benefits for the community by making Tasman's town centres the preferred location for many retail activities that attract many trips, as well as for the businesses themselves. More of the community will be able to access such businesses more easily than if they were located out of town, since Tasman's larger centres are served by the e-bus. One trip to a town centre can serve several purposes and new businesses in the centres can help the economic strength of the existing centres. In Tasman's smaller local centres, the village shops play a vital economic role in rural areas and those centres should be the preferred location for new retail development. The proposed changes to the Mixed Business policies and rules acknowledge that some retail activities e.g. bulky goods and set floorspace thresholds of retail floorspace, remain permitted in the Mixed Business Zone. This provides a balanced approach recognising that some retail activities are not suitable or appropriate for centres and still provides economic benefits for developers. There are economic benefits in the form of agglomeration benefits from businesses co-locating in Tasman's	recent amendments to the RMA prevent councils from progressing whole of plan reviews. In the meantime, TRPS C1 and PC81 are required in order to meet the objectives of the NPS UD. It will have environmental, economic, social and cultural benefits. The proposed policies in PC81 on the centre hierarchy will ensure infrastructure and investment efficiencies both for Council and for businesses, with certainty provided on the role and function of each centre.	region is evident. The proposed centre hierarchy and changes to the Mixed Business policies and rules ensure Richmond continues as the primary urban centre in Tasman and together with Motueka and Tākaka, they are the central focus for pedestrian oriented commercial development.

	centre (T-115, T-122), hence vehicle kilometres travelled would be largely minimised. Further proposed changes to the Mixed Business rules permit bulky goods retail activities in the zone, since these are typically car orientated, but avoid smaller retail activities in this zone which are more appropriately accommodated in the centres. **Economic** This option will be more costly than option (b) (status quo) as it involves a plan change which is undertaken concurrently with TRPS C1. However this option gives effect to the NPS UD and TRPS C1 and has regard to Council's FDS. There are significant costs associated with providing the required infrastructure to service newly zoned areas of land for commercial development. These costs will fall to both Council and developers and they have been mostly budgeted for in its Long Term Plan. This is due to the need to borrow finance to pay for infrastructure upgrades, before this is recouped through development contributions. Where servicing is not immediately available for a site for urban development, it is 'deferred' for	centres. A strong town centre can also lead to e.g. markets setting up in the centre, capitalising on the existing footfall in a centre, thereby increasing retail choice for residents. **Social** The proposed policies on the hierarchy of existing commercial centres to provide a focus for retail, commercial, community and entertainment activities will provide social benefits for the community. These are linked to economic benefits but there are clear social benefits for the community, of PC81 provisions directing much new commercial development to each centre, especially local centres in rural areas. The proposed changes to the Mixed Business Zone policies and rules further protect Tasman's town centres from significant adverse flow on effects, posed by excessive large format retail establishing out of centre. In Brightwater, evidence was gathered during Council's 2020 town centre audit, that more commercial land was needed for the community as commercial uses are locating on land zoned for other purposes. Rezoning land for commercial purposes in such areas as part of PC81 will have social benefits.		

	servicing in PC81. This may be for water, wastewater, stormwater or transport. In this way, the destination zone cannot be realised until the servicing becomes available. Such sites therefore are providing plan enabled capacity but not necessarily infrastructure ready capacity immediately. The transport rules of PC81 will entail additional costs for some businesses, e.g. with requirements to provide cycle parking and end of trip facilities for staff use for current and future active mobility modes. The proposed changes to both the mixed business policies and rules in PC81 could incur some economic costs to retailers by restricting the type and/or amount of retail floorspace in the mixed business zone, reducing flexibility. However, these proposed changes ensure that the potential for adverse effects on core centres are assessed before the development proceeds. There is over 38 ha of zoned/proposed mixed business land around Richmond currently and if this was developed for large format retail, the flow on effects would be significant, disrupting the role and function of Richmond's CBD and other Tasman centres. Expert advice on this	The social impact assessment prepared for PC81 concluded that positive effects exist from the MDRZ rules on businesses and employment and consequent social effects. It found that business owners strongly supported population growth more so via intensification than greenfield development. This would liven town centres after shops shut, as well as boosting business prospects. The proposed changes to the Commercial Zone rules for Richmond and Motueka to allow 3 storeys will enable mixed use development and an FDS site in Hickmott Place, potentially with commercial at ground floor and residential above. Such mixed use development would provide social benefits, arising from a more compact urban form and blend of complimentary land uses, providing for more social interaction in Tasman's larger centres. **Cultural** The proposed policies on the hierarchy of existing commercial centres to provide a focus for retail, commercial, community and entertainment activities will provide cultural benefits for the community in the form of social cohesion. A trip to the local centre can be multi-purpose,		

	scenario estimates Richmond would never return to current retail revenue levels, or using a more conservative scenario, it would take decades, resulting in very significant economic costs. **Social** Increasing commercial development in a residential area could lead to reverse sensitivities. All sites were analysed for potential for reverse sensitivities or human health effects. This was one of the 21 criteria against which all sites were assessed in the FDS multi criteria assessment. With the exception of sites T-115 and T-122, all the proposed commercial sites are within existing commercial areas. For sites T-122 and T-115 it will be necessary to have a buffer between the future residential area and the Mixed Business/Commercial area to avoid reverse sensitivities. That said, the NPS UD recognises that amenity values in urban environments develop and change over time and are not of themselves an adverse effect. Various amendments proposed to existing TRPS issues, an objective and policies as part of Change 1 recognise that amenity values in areas planned for	combining retail needs with using services or community facilities. Tasman's commercial centres have cultural benefits and their role and function should be protected for their widespread communities. Proposed changes to the Mixed Business policies and rules will assist with this retained focus on Tasman's centres, providing cultural benefits. Proposed changes to the Commercial Zone building heights to enable mixed use development in Richmond and Motueka will also enable cultural benefits, by planning for closer integration of commercial and residential uses, improving accessibility to jobs. Such benefits were also identified in the social impact assessment.		

	intensification develop and change over time. **Cultural** Engagement with ngā iwi on PC81 indicates that planning for growth raises some concerns, mainly potential impact of development on the natural environment. It can also impact on sites of significance to Māori but rigorous checks have been undertaken to ensure this risk is minimised. Early engagement with ngā iwi demonstrated that the proposed sites do not adversely affect places of cultural heritage significance to Māori. Development of the FDS included assessing all sites against 21 criteria in the multi criteria assessment. These included the potential impact of development on the life sustaining quality of natural resources and eco-systems. Cultural costs of option (a) have therefore sought to be minimised			
Economic Growth and Employment of option (a)	**Economic Growth**		**Employment**	
	The inclusion of additional land for Commercial/Mixed Business Zone in PC81 will ensure the continued economic growth of the region. Tasman is also providing for Nelson's business land capacity in the medium to long term. The proposed centre hierarchy seeks to ensure that Richmond will continue as Tasman's Metropolitan Centre, its primary urban centre and assist the economic growth of the region in doing so. The proposed changes to the Mixed Business policies and rules provide a balanced approach, recognising that some retail activities are not suitable or appropriate for town centres, but requires		PC81 provisions will contribute to increased employment, both through construction of commercial buildings and actual employees working at the businesses. Tasman is a growing region. The Nelson and Tasman urban environment is closely integrated. Commuting flows define the region as a single labour market that jointly determines growth for each local council. Nelson and Tasman function as a single housing and employment market.	

	assessments for retail activities in this zone to determine the level of impact on Tasman's centres. The provisions of PC81 will provide for economic gains of both Tasman's and Nelson's residents with increased employment and businesses with increased revenue derived from a growing customer base.			
PROPOSED OPTION (B)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Do not update the TRMP with a new package of commercial provisions instead relying on its existing provisions giving effect to the NPS UD and TRPS C1 (status quo).	**Environmental** Existing policies in the TRMP on commercial activities (eg. 6.6.3.1) do not identify the urban and rural centres as locations for commercial land, but refer to 'defined areas in settlements'. This opens up the potential locations for new commercial businesses and could continue a sprawling urban form for commercial development, using more highly productive land and increasing reliance on cars for travel. Such spot zoned locations may not necessarily be in close proximity to other amenities and services, which allow potential for linked trips for more than one purpose. This in turn would lead to more vehicle kilometres travelled if they are in locations not served by the e-bus, or easily accessible by active transport. Spot zoning commercial locations arising from private plan changes also does not necessarily provide good accessibility for people between jobs and housing, nor does it necessarily	**Environmental** Possible benefits exist for the environment from not planning for further commercial development, but Council has a statutory obligation to provide sufficient commercial and retail land capacity and to provide well-functioning urban environments. Council therefore needs to find a way of doing this while ensuring that important environmental and cultural values are protected. PC81 proposes such methods. **Economic** This option will be directly less costly than option (a) as it would not require a plan change. However in doing so the TRMP would remain out of date and would not implement the NPS UD, the TRPS C1 or align with the FDS. **Social** Some members of the community do not wish for Tasman to grow any further and so failing to plan for additional commercial development	**Effectiveness** Operative policies in 'land for commercial activities' in the TRMP do not provide clear aims for Tasman's commercial centres. Neither does this section of the TRMP provide methods on how Tasman's commercial centres would be maintained and enhanced, such that the social, cultural, economic and environmental wellbeing of the community is met. Existing policy 6.6.3.1 is not centre based, it refers to 'defined areas' in the settlements. This is an ad hoc approach, recently spot zoning, with no clear policy aims. The existing regulatory context is not an effective way of clarifying the role Council wants for Tasman's centres to play. This has been highlighted at recent private plan change hearings for out of centre commercial development. **Efficiency** By not adding new Commercial Zone and Mixed Business Zone sites to the	Greater risk would result with option (b) than (a). By not acting, i.e. not updating the TRMP with a package of new provisions for commercial land, it would result in shortages of commercial land capacity for the entire region. Further the existing Mixed Business Zone provisions pose a risk of significant adverse flow-on effects for Tasman's centres, particularly Richmond, if that significant amounts of land was developed for large format retail. This is a significant risk from not amending the Mixed Business Zone policies and rules. Council has obtained expert economic advice on the implications of this, together with a 2024 HBA and retail audits of all Tasman town centres in 2020 and 2024. The issue of insufficient information does not therefore arise.

	favour locations in proximity to existing. There are minimal existing requirements for large employers or destinations to include end-of-trip facilities for employees. Leaving an absence of requirements would leave it to employers to provide which may or may not occur. Evidence suggests that having destination facilities strongly supports people to cycle to work where they can have a shower and store their gear. **Economic** Existing policies on commercial activities in chapter 6.6 of the TRMP seek Richmond to continue to develop as the central focus for intensive retail and office commercial development but do not define either the broader role of Richmond centre or include reference other major towns like Motueka and Tākaka and the significant role those centres play. The principal reasons and explanation to chapter 6.6 also do not clarify that significant commercial development outside centres is not envisaged or supported. This has led to edge of centre food retail development establishing in Richmond because the Council's objectives for the centre were not clear enough. This sprawling approach does not maximise	in the TRMP may be seen as a benefit by this part of the community. However by failing to provide additional business opportunities and employment opportunities for a fast growing population, Council would not be meeting the social, cultural, and economic wellbeing of the community at large. **Cultural** No cultural benefits for this option have been identified, since potential impacts on the natural environment and adverse effects on places of cultural heritage significance would remain with private plan changes and resource consent applications for commercial development.	TRMP, this would result in insufficient capacity being provided to meet expected demand which is not an efficient approach. This would have consequences for Tasman but also Nelson, since Tasman provides for Nelson's business capacity in the medium to long term. Existing Mixed Business Zone rules can inadvertently allow for a very significant amount of large format retail floorspace. While some is manageable without resulting in significant adverse flow on effects for Tasman's centres, significant amounts of large format retail development would have significant adverse effects on Tasman's centres, which is not an efficient regulatory approach.	

	economic efficiencies in Tasman's centres in terms of maintenance, upgrades, and infrastructure investments and leads to additional costs. If changes are not proposed to the Mixed Business Zone policies and rules, significant adverse flow on effects for Richmond in particular could arise from development of large amounts of large format retail around SH60 and SH6. Such a scenario would reduce the patronage and turnover of existing shops in Richmond so acutely that the community's economic wellbeing is undermined. By not providing additional sites zoned Commercial in the TRMP, insufficient land capacity will be provided for the next ten years in these towns and the economic growth of the region (including Nelson) will not be assisted. The HBA shows that in the medium term and long term Richmond is providing commercial land capacity for Nelson city as well as Tasman. This would lack of identified capacity have knock on costs for businesses looking to move to the region or relocate within the region. **Social**			

	By relying on existing commercial activity policies in the TRMP, such development could continue to occur in an ad hoc way, with social costs for the community, incurring longer, one purpose trips and more likely by car than other modes. There would be increased accessibility costs for the community. By not protecting the role and function of Tasman's centres, including the smaller local centres, with new PC81 provisions, the vital economic role these centres play for the community may not be safeguarded. By not providing for further commercial land, where a population is growing, this is not maximising employment opportunities for residents, or location opportunities for new businesses, providing for social wellbeing. If changes are not proposed to the Mixed Business Zone policies and rules, significant adverse flow on effects could arise from development of large amounts of large format retail. Such a scenario would reduce the patronage and turnover of existing shops and services in Richmond, so acutely that the community's social wellbeing could			

	be undermined. This could arise where the function of such centres is undermined by competing out of centre commercial development and the centre no longer provides services and functions that contribute to the community's social wellbeing. **Cultural** Similar to the social costs outlined above, failing to strengthen the role of Tasman's centres could result in cultural costs to the community. By failing to direct significant commercial development to centres and providing the opportunity for multi-purpose trips to a centre, the role and function of that centre could decline such that its cultural value is lost.			
Economic Growth and Employment of option (b)	**Economic Growth**		**Employment**	
	Expert economic advice demonstrates that available demand exists for additional retail and commercial floorspace in Tasman due to recent and projected population growth. If option (b) was pursued with no new commercial and Mixed Business sites, this demand would be unmet. This would hinder economic growth of both Tasman and Nelson, since Tasman is providing for Nelson's commercial land capacity in the medium to long term. Existing undeveloped Mixed Business Zoned land exists around Richmond. Without changing the policies and rules for this zone, significant amounts of large format retail could develop around Richmond. While this would provide economic growth it could be to the detriment of Tasman's centres, depending on the amount of floorspace provided, not least Richmond, Māpua and Motueka. Such significant out of centre development would be at the expense of the continued economic growth Tasman's centres. This could also undermine the community's economic wellbeing. In such a scenario,		Existing undeveloped zoned Mixed Business and Commercial land could provide a level of additional employment, once developed, both through construction and employees of new businesses. However option (b) would fail to provide as many businesses with new opportunities to locate in the region as option (a), which provides more zoned land capacity. This in turn means levels of additional employment through construction and operation of new businesses would be less with option (b) than option (a).	

	Richmond's CBD may take decades to return to current retail revenue levels, if at all. .			
PROPOSED OPTION (C)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Amend the TRMP but with fewer provisions introduced and less prescription, with an overarching objective and policies only, relying on existing methods for commercial activities, (omitting both further zoned land, the proposed commercial centre hierarchy and changes to the Mixed Business Zone rules.)	**Environmental** Environmental costs of only one objective and overarching policies on commercial land being introduced would come with environmental costs similar to the status quo option (b) above. This is because by amending policies 6.6.3.1 and 6.6.3.2 only but not zoning more commercial land, not proposing the commercial centre hierarchy and not changing the Mixed Business rules, it remains unclear where new commercial land should be directed, or how commercial activities should be compact. Such spot zoned locations ('defined areas in settlements' in existing provisions) may not be in close proximity to other amenities and services, allowing potential for linked trips for more than one purpose. This in turn would lead to more vehicle kilometres travelled if they are in locations not served by the e-bus, or easily accessible by active transport. It could also lead to more sprawl, with associated economic costs compared with a more compact urban form.	**Environmental** None identified as in the absence of further zoned commercial land, pressures for commercial growth would still occur but by private plan change or resource consent in a more uncontrolled, ad hoc fashion. **Economic** Economic Benefits for developers would exist with this option. The development of the Mixed Business Zone would remain highly flexible, with more options and less regulation. Economic benefits from more uncontrolled development would exist, but the issue is that these could potentially come at an economic cost to Tasman's town centres. **Social** Some members of the community do not wish for Tasman to grow any further and so failing to plan for additional commercial development in the TRMP may be seen as a benefit by this part of the community.	**Effectiveness** To introduce amendments to policies 6.6.3.1 and 6.6.3.2 only to implement proposed objective 6.6.2.3, would satisfy some of the NPS UD requirements but not all and it would not easily enable Council to carry out its statutory functions in relation to growth. Proposing the objective and high level policies only would not provide the methods. It would not be clear how the additional commercial land capacity would be provided or how some commercial activities would be focussed and retained in Tasman's centres. The later chapters on each town (6.8-6.22) do not contain objectives for each centre. The TRMP is silent on the role and function of each centre. This option would not be an effective way of securing future commercial development in the right location, or of Council implementing objectives and policies to ensure that there is sufficient capacity of commercial land in the right locations.	Council has a good evidence base on which to base its proposed commercial centre hierarchy – retail audits 2020 and 2024 and recent expert economic advice on retail effects of large format retail. Council also has evidence on which to base its commercial land demand – economic advice for the 2024 HBA and past building consent trends. Not acting, when Council has this data and information therefore poses a greater risk than proposing PC81 and its full set of commercial provisions.

	By not amending the Mixed Business Zone rules, this could lead to significant sprawling large format retail development around Richmond, generating significant numbers of vehicle trips but also consuming greenfield land, for purposes that can often be accommodated in Tasman's town centres. **Economic** Economic costs by not changing the Mixed Business Zone rules could arise for Tasman's town centres, particularly Richmond. Significant amounts of large format retail development in the existing Mixed Business Zoned land around Richmond could disrupt the role and function of Richmond's CBD by draining its retail trade and diverting footfall elsewhere. This would come at an economic cost to Richmond and other affected town centres. The community's economic wellbeing could also be undermined. This option also does not maximise economic efficiencies in Tasman's centres in terms of maintenance, upgrades, and infrastructure investments and leads to additional costs, since the proposed commercial centre hierarchy would be absent. By not actually providing additional zoned land for commercial/mixed	However by failing to provide additional business opportunities and employment opportunities for a growing population, Council would not be meeting the social, cultural, and economic wellbeing needs of the community at large. **Cultural** No cultural benefits for this option have been identified, since potential impacts on the natural environment and adverse effects on places of cultural heritage significance would remain with private plan changes and resource consent applications for commercial development.	By not zoning more land for commercial development under this option, but instead relying on e.g. Council's 2024 HBA which indicates further zoned capacity is required, its provision is unlikely to be effective. Relying on private plan change proposals or resource consent applications to provide capacity has already resulted in ad hoc commercial growth, with spot zones and in future may not align with the FDS to locate in sustainable, serviced areas. Council will also likely be ineffective in providing sufficient capacity to meet demand. Practice to date, relying on the HBA, has shown that commercial development proposals by private plan change are intermittent and operator led. Regulatory plan-led change will provide clearer indications to the market where Council wishes to direct new commercial development. **Efficiency** Option (c) would be inefficient. It would amend the TRMP in a way that partly gives effect to the NPS UD but not to the TRPS C1 or the FDS. A plan change would still be undertaken with the associated expense but it would not go far enough, in providing clarity to the community and developers on Council's objectives for its commercial centres.	

	business use in Tasman, but relying on existing capacity and amending policies 6.6.3.1 and 6.6.3.2 only, this would come at an economic cost for the whole region, (Nelson included). Known demand exists, but insufficient capacity would likely be provided for the next ten years in these towns. This would have economic knock-on costs for businesses looking to move to the region or relocate within the region, as well as economic costs to employees looking for jobs. **Social** If changes are not proposed to the Mixed Business Zone rules, significant adverse flow on effects could arise from development of large amounts of large format retail on existing zoned land. Such a scenario could reduce the patronage and turnover of existing shops in Richmond and other Tasman centres and subsequently undermine their function so acutely, that the community's social wellbeing is undermined. An indirect social cost of not introducing the commercial centre hierarchy and changes to Mixed Business Zone rules is that the positive social effects that would arise from strengthening town centres and restricting out of centre retail		It would also be inefficient because lacking the proposed commercial centre hierarchy, it would not enable the efficient maintenance, upgrades and extension of network infrastructure for Tasman's towns.	

	floorspace would not be gained. The social impact assessment found that business owners strongly support population growth more so via intensification than greenfield development. This would liven town centres after shops shut, as well as boosting business prospects. **Cultural** Similar to the social costs outlined above, failing to strengthen the role of Tasman's centres could result in cultural costs to the community. By failing to direct commercial development to centres and providing the opportunity for multi-purpose trips to a centre, the role and function of that centre could decline such that its cultural value is lost. The proposed commercial centre hierarchy would be absent and cultural benefits in the form of social cohesion would not be gained, another indirect cost of this option. The role and function of Tasman's centres, including local centres in rural areas would not be protected for their widespread communities. Cultural costs may also exist with this option from potential adverse impacts on the natural environment and places of cultural heritage significance with ad hoc private plan			

	changes and resource consent applications for commercial development. These costs could be higher than with strategically planned commercial land capacity which has already rigorously explored such adverse effects.			
Economic Growth and Employment of proposed option (c)	**Economic Growth** This approach is unlikely to maximise the economic growth of the region as its laissez faire approach would not be planning for growth in a strategic way, rather relying on developer/operator proposals put forward. It would not provide developers with as much certainty as option (a) which is important for financial institution lending. It would also create greater consenting costs for developers (and potentially Council) due to lack of regulatory direction to guide proposals.		**Employment** Existing zoned Mixed Business and Commercial land that is undeveloped would provide a level of additional employment, if developed, both through construction and employees of new businesses. However option (c) would fail to provide as many businesses with new opportunities to locate in the region as option (a) which provides more zoned land capacity, and hence fewer jobs in construction and operations.	
Overall Evaluation	Overall option (a) - introduction of a suite of commercial provisions in PC81 to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives – is the most effective and efficient approach for achieving the objectives. Option (a) balances competing objectives by providing more zoned commercial and mixed business land for the next 10 years but minimising impacts on the natural environment. It also proposes releasing this capacity but with safeguards in place by restricting significant amounts of uncontrolled growth of large format retail, out of centre, which could be to the detriment of Tasman's town centres. With option (a), environmental benefits would arise from a compact urban form reducing general reliance on cars for travel and situating new commercial development in closer proximity to amenities and services. Such benefits outweigh the costs of zoning more land. Adverse environmental effects of the proposed commercial sites being developed have been thoroughly assessed and can be avoided or mitigated. Option (a) would provide sufficient capacity of commercial retail and mixed business land to meet demand in Tasman and Nelson, as identified in the HBA. Economic benefits would exist for the community from option (a), as well as for businesses and for new employees looking to move to the region. Social cohesion benefits for the community would exist from this option with the focus on Tasman's existing commercial centres. The social impact assessment has identified that business owners strongly supported population growth more so via intensification than greenfield development. This would liven town centres after shops shut, as well as boosting business prospects.			

	A wealth of data and information exists on Tasman's commercial centres, commercial land demand and likely effects from large format retail. The risk of proceeding with PC81 is therefore minimal on this basis.

Recommended option

The options analysis in this section above has concluded that after assessing all options relative to costs, benefits, effectiveness and efficiency, risk of acting or not acting, the preferred option is the suite of proposed commercial related provisions for the TRMP based on option (a). This approach implements the requirements of the NPS UD, gives effect to the TRPS C1 and has regard to Council's FDS. The content of the plan change is summarised above in section 7.0.

10.7 Evaluation of Suite of Papakāinga Provisions in achieving the Papakāinga development objectives

Table 15 Papakainga Provisions Evaluation

Evaluation of Suite of Papakāinga Provisions in PC81, in achieving the Papakāinga development objectives 10A.2.1 & 10A.2.2				
The papakāinga development provisions in PC81 are located in three separate parts of the plan change, which reflect the two different pathways for undertaking papakāinga development, being development within the Papakāinga Zone, or papakāinga development on land in another zone. • New chapter 10A Papakāinga Development – provides a full set of objectives and policies specific to papakāinga development. The chapter includes new issues, objectives, policies, methods of implementation, principal reasons and performance monitoring indicators. • New Chapter 16 General Rules section 16.14 Papakāinga Development – applies one set of rules for papakāinga development on land in zones other than the Papakāinga Zone. This section includes a new permitted activity for papakāinga development of up to 10 residential units provided the landowners can demonstrate their whakapapa to the listed iwi/hapu, minimum permitted standards are met and the land is in the Residential, Medium Density Residential, Rural 1, Rural 2, Rural 3 & Rural Residential Zones. There is a restricted discretionary pathway for developments that cannot meet these standards. In all other zones the activity status is discretionary. • Changes are proposed to the operative chapter 17: o 17.13 Papakāinga Zone – Amendments are proposed to the permitted activity standards to align with the standards in the proposed section 16.14, except for the requirement for the landowners to demonstrate their connection to the land, and without applying a limit on the number of residential units to be included in the development. The amendments change the operative discretionary activity framework for resource consents to a restricted discretionary framework. o Operative chapters 17.1,17.5, 17.6,17.7 & 17.8 are proposed to be amended to delete the operative controlled and restricted discretionary rules for papakāinga development in these zones, replacing these rules with the proposed chapter 16.14 general rules to reduce rule duplication. • Changes are also proposed to the zone and area maps as discussed in section 10.2 and 10.3 of this report. Appendix 23 summarises the provisions in full and section 7 of this report provides an overarching summary.				
Proposed option (a)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or**

				insufficient information about the subject matter of the provisions
Introduce a suite of papakāinga provisions in PC81 to give effect to both the NPS UD and Change 1 to the TRPS, also reflecting Council's FDS 2022-2052 objectives to provide for papakāinga development. The overall structure of the TRMP is retained but issues, objectives, policies and methods are added or existing ones amended. New Papakāinga Zoned land is included.	**Environmental** Providing for growth under the obligations of the RMA and NPS UD, can require Council to find a balance between sometimes competing objectives, otherwise costs to the environment may arise. The FDS seeks to deliver a growth strategy that broadly achieves 11 objectives. These include for a range of housing choices to be provided that meet different needs of the community, including papakāinga, for impacts on the natural environment to be minimised and opportunities for restoration to be realised and that Tasman's highly productive land is prioritised for primary production. The majority of the sites proposed in PC81 are adopted FDS sites and have been assessed against these criteria. New or amended sites have been assessed against the same criteria. The papakāinga provisions manage stormwater in the same manner as the operative TRMP provisions. These methods should mitigate environmental costs from stormwater run-off. By enabling more papakāinga development within the rural zones there could be an environmental cost to the environment due to loss of protection for	**Environmental** There will be environmental benefits from enabling papakāinga development across the residential zones as well as on new urban sites zoned Papakāinga Zone. These include: - a compact denser urban form, reducing reliance on cars for travel, enabling use of public and active transport and thus reducing greenhouse gas emissions from vehicles. (Accessibility from all FDS sites to jobs, schools, daily services and other amenities, by all modes of transport, was assessed at the multi criteria analysis stage in some detail using a model prepared by MRCagney). -- using less of our highly productive land for greenfield development, minimising impacts on the natural environment. -- closer proximity to amenities and services. The rural papakāinga sites proposed for rezoning would either avoid or mitigate any adverse effects arising from activities on the environment. **Economic**	**Effectiveness** The proposed objectives seek a wide range of housing types including papakāinga developments. The provisions of PC81 propose an effective way as part of one plan change of updating the TRMP, addressing key resource management issues, provide for the relationship of tāngata whenua and their culture and traditions, with their ancestral lands, and to support Tāngata whenua to exercise rangatiratanga over their lands. The proposed papakāinga provisions have been developed to be as easy to implement as possible, including aligning the permitted activity standards across the different zones, where these standards can be the same, and the use of tables to differentiate the permitted activity standards for rural and residential papakāinga, where these standards need to be different to account for cross boundary effects such as nuisance form rural activities. The proposed provisions have also been developed with consideration of the draft National Policy Statement for Papakāinga which was consulted on in May and June of 2025. This NES is expected to be finalised and operative (Gazetted) by the end of 2025. If the NES is to become operative with the same provisions that were consulted on, this	The risk of acting—by introducing updated and enabling papakāinga provisions—is considered low. The proposed changes are based on extensive engagement with ngā iwi, reflect national direction, and respond to long-standing barriers in the TRMP that have limited Māori housing aspirations. The provisions are designed to be flexible, culturally appropriate, and integrated with broader residential and infrastructure planning. The risk of not acting, however, is significant. Retaining outdated provisions would perpetuate inequities in housing access for Māori, constrain the development of culturally aligned housing on Māori land, and undermine Council's obligations under Te Tiriti o Waitangi. It would also risk reputational harm and erode trust with iwi partners. Given the strong evidence base, clear policy support, and alignment with iwi aspirations, the risk of acting is minimal

	highly productive land, however this needs to be balanced with the requirement to recognise and provide for the relationship of tāngata whenua and their culture and traditions, with their ancestral lands (section 6e of the Act) and to support Tāngata whenua to exercise rangatiratanga over their lands (section 8 of the Act). In addition, the nature of papakāinga developments generally and the proposed matters of restricted discretion mean that subdivision around the residential units of the papakāinga development is unlikely and the use of general rules for papakāinga development mean that the full scope of permitted rural land uses remains available to the landowners. **Economic** This option will be more costly than option (b) (status quo) as it involves a plan change which is undertaken concurrently with a change to the TRPS. However this option implements the NPS UD and gives effect to Council's FDS and TRPS C1. As identified for the MDRZ provisions in table 10.7 there are significant costs associated with providing the required infrastructure to service newly zoned areas of land (including land zoned for papakāinga development) in Tasman. Not all sites proposed to be rezoned to papakāinga zone have been budgeted for greenfield development and	Landowners, including Māori landowners benefit from intensification generally due to the increase in land value as identified in table 10.7. Landowners who are tāngata whenua benefit from option (a) the most, as the PC81 provisions enable the most papakāinga development to be undertaken. There will be an economic benefit to applicants for papakāinga proposals with PC81. With the new provisions providing greater certainty for applicants and less discretion for Council, resource consent process costs should be reduced. Also applications will proceed on a non-publicly notified basis, meaning reduced costs for an applicant. This has been highlighted consistently by the developer sector as a very important feature of housing intensification regulations and the considerations apply equally to papakāinga development. Local businesses will benefit economically from more residents living in and close to Tasman's centres, enabling papakāinga in residential and MDRZ zones enables more	would override the operative TRMP provisions and enable papakāinga development in much the same manner as the provisions proposed in PC81, with exceptions related to Māori Ancestral Land which limit the amount of land available for papakāinga development in Tasman and are discussed in more detail in option (b) below. The provisions in PC81 have been aligned with the draft NES provisions where they were more enabling than the draft of PC81 put forward for community consultation. Aligning provisions with national standards wherever possible helps improve efficiency and effectiveness of plan making **Efficiency** In terms of efficiency of the proposed (chapter 16.14) general rules for papakāinga development in all residential and rural zones, this option achieves the objectives at the least cost with the highest net benefit to the community. It utilises a rule framework that provides a high level of certainty for applicants.	and the risk of not acting is high.

	infrastructure reticulation in the current Long Term Plan. With papakāinga development on greenfield rural sites, on site infrastructure may be needed depending on the timing of development and availability of reticulated networks, this has an economic cost for the landowners. Due to the fragmentation and alienation of Māori Ancestral Land in the region, rezoning land to papakāinga zone only once reticulated infrastructure is available is not practicable, or equitable, as it would significantly delay the development of rural papakāinga on land available to tāngata whenua. **Social** Intensive and mixed use papakāinga development in urban areas can detract from amenity values appreciated by some people but improve amenity values appreciated by others, including by providing a range of housing types and by enabling Māori to express their cultural traditions and norms. The NPS UD recognises that amenity values develop and change over time and are not of themselves an adverse effect. Various amendments proposed to the existing TRPS issues, one objective and policies as part of Change 1 recognise that amenity values in areas planned for	residents to patronise local businesses. The social impact assessment prepared for PC81 also concluded that positive social impacts would arise from the MDRZ increasing population density, strengthening local businesses and boosting economic activity, this applies equally to papakāinga development. **Social** Table 10.7 option (a) discusses how housing affordability a significant problem in Tasman, as demonstrated in the HBA, annual monitoring reports and the Massey University's home affordability index. Increasing the capacity of housing land by providing for papakāinga development in all the residential and rural zones aims to keep up with demand and aims to help improve housing affordability. Providing for papakāinga development in the existing towns will enable these centres to grow and diversify and continue to form strong focal points for the community. The social impact assessment prepared for PC81 concluded that positive social		

	intensification develop and change over time, this includes papakāinga development. Social costs could arise from intensification if service and facilities are insufficient. The social impact assessment found that Richmond lacks indoor community spaces while the other towns are better positioned with some targeted improvements. The mixed use enabled by papakāinga development may mitigate some of these social costs, if landowners choose to provide community spaces within their papakāinga development, which would be permitted, subject to some standards. **Cultural** The package of papakāinga development provisions put forward in PC81 have been developed in close consultation with the iwi working group and in collaboration with the papakāinga working group as outlined in section 3.4, to provide a variety of homes that meet local needs and enable Māori to express their cultural traditions and norms. Cultural costs of option (a) have therefore sought to be minimised. This option will require time and resources on behalf of Council and iwi to undertake monitoring of the effectiveness of the papakāinga provisions. In addition	impacts would arise from the MDRZ providing affordable diverse housing and this conclusion is equally applicable to papakāinga development provided within the MDRZ and the other residential zones in the existing towns. Enabling papakāinga housing could also result in social benefits for the communities of Tasman where there are pressures on housing rental stock, by potentially freeing up some existing homes which could increase the overall availability of housing rental stock **Cultural** Two Iwi Management Plans (IMPs) contain explicit references to papakāinga: Nga Taonga Tuku Iho ki Whakatū Management Plan 2004 and Poipoia Te Ao Tūroa Environmental Strategy 2021. Both IMPs seek the enabling of papakāinga development by RMA plans, and the ability for whanau, hapū and iwi to use their land in ways that enable tāngata whenua to maintain their relationship with whenua, and to maintain their		

	Council will incur costs working to further develop internal cultural capacity and capability. However, such costs also provide a significant benefit as they provide an opportunity for the Council to strengthen its partnership and engagement with iwi.	culture and traditions through the use of their land. The package of papakāinga development provisions put forward in PC81 have been developed in close consultation with the iwi working group and in collaboration with the papakāinga working group as outlined in section 3.4, to provide a variety of homes that meet local needs and enable Māori to express their cultural traditions and norms. This option could increase the number of papakāinga houses provided in the region which would enhance the provision of affordable housing options, as encouraged in some of the ngā iwi environmental management plans. This option provides for tangata whenua to exercise kaitiakitanga through the development of papakāinga on their ancestral land.		
	Economic Growth		**Employment**	

Economic Growth and Employment of option (a)	A fully enabling suite of papakāinga provisions, as proposed in option (a), would have substantial positive effects on economic growth in the Tasman District. By removing regulatory barriers and providing clear, enabling pathways for papakāinga development—including for land held by major Māori organisations such as Wakatū Incorporation and Whakarewa Trust—this option would unlock significant opportunities for investment, housing construction, and community-led development. The ability for iwi, hapū, and whānau to develop papakāinga at scale would support intergenerational wealth creation, foster economic resilience, and enable Māori to participate more fully in the local economy. The multiplier effects of increased construction activity, infrastructure investment, and the establishment of vibrant papakāinga communities would benefit not only Māori but the wider district, supporting local businesses and service providers. Over time, this approach would help address housing shortages, improve affordability, and contribute to a more equitable and prosperous regional economy.	Option (a) would also generate significant employment opportunities across the district. The removal of barriers to papakāinga development would enable a steady pipeline of construction projects, creating jobs for builders, tradespeople, planners, designers, and related professionals. As papakāinga communities are established and grow, there would be ongoing demand for infrastructure maintenance, community services, and local businesses, further supporting employment in the region. Importantly, the scale and certainty provided by a fully enabling framework would encourage the development of specialist skills and capacity within the local workforce, including opportunities for Māori employment and training in construction, project management, and community development. By supporting both short-term job creation and long-term employment pathways, this option would deliver broad and lasting benefits for the district's economy and its people.

Proposed option (b)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Do not update the TRMP with a new package of provisions instead relying on its existing papakāinga provisions giving effect to the NPS UD and TRPS C1 (status quo).	**Environmental** The environmental costs of the status quo position may involve continued inefficient use of land resource. The existing provisions in the TRMP do not enable the more efficient use of land for multi-unit papakāinga housing due to relatively conservative rules and conditions, which limit the number of residential units per site, and the number of land parcels eligible for papakāinga development with the intended controlled activity status, In addition the unclear plan drafting renders the intended controlled activity status invalid.	**Environmental** Possible benefits exist for the environment from not planning for further papakāinga development, because further development will be delayed, but Council has a statutory obligation to provide housing choice. The growth pressures would in any case remain and ad hoc proposals could be put forward by private plan change or resource consent applications. Council therefore needs to find a way of planning for further papakāinga development while ensuring that important environmental values are protected.	**Effectiveness** Without PC81 Council would have more control over the nature of papakāinga development proposed and potentially allowed. The growth pressures would remain regardless of PC81 proceeding or not. Relying on existing papakāinga provisions, including zonings of land would be ineffective in enabling Council to provide sufficient housing choice to meet demand. Existing objectives on urban growth in the TRMP are quite general and open. They do not address the need	**Risk of not acting** Council has an evidence base on which to base PC81 in the form of the FDS, the HBA 2024 and surveys such as the Housing Preferences Survey 2021. While this survey does not address demand for papakāinga, and is noted as underrepresenting Māori communities, it showed the current housing stock in Tasman is too heavily skewed (90% in 2018) towards stand-alone housing. By not acting ,this option maintains a lack of housing choice. By not acting, the resource consent regime for papakāinga development

	Under the operative TRMP only two new papakāinga developments have been built, providing a total of 26 new homes. It is relevant for this option to note the draft NES for papakāinga was consulted on in May and June of 2025. This NES is expected to be finalised and operative (Gazetted) by the end of 2025. If the NES is to become operative with the same provisions that were consulted on, this would override the operative TRMP provisions and enable papakāinga development in much the same manner as the provisions proposed in PC81, except that permitted papakāinga development in all zones (including the Papakāinga Zone) will be subject to permitted activity standards limiting the number of residential units to 10, and limiting the land eligible to be used for papakāinga development to Māori Ancestral Land, being a defined term limited to land held with specifically listed land status'. Information provided by the Iwi Working Group and Te Puni Kōkiri Ministry of Māori Development has identified that much of the land in the Tasman region held by tāngata	**Economic** This option will be directly less costly than option (a) as it would not require a plan change. However in doing so the TRMP would remain out of date and would not implement the NPS UD, the TRPS or align with the FDS. **Social** Some members of the community do not wish for Tasman to grow any further and so failing to plan for additional papakāinga development in the TRMP may be seen as a benefit by this part of the community. However by failing to plan for Tasman's population growth, Council would not be meeting the social, cultural, economic and environmental needs of the community at large. **Cultural** No cultural benefits for this option have been identified, since the needs of tāngata whenua are not being met. Potential impacts on the natural environment and adverse effects on places of cultural heritage significance would remain with private plan changes and resource consent applications for urban development.	for papakāinga development for example, nor the location of papakāinga development in the urban environment. The provisions of plan change 78 (2023) have provided for the site with papakāinga zone in St Arnaud, but more regulatory focus is needed to enable greater housing choice in the urban environment, if objective 4 of the FDS is to be realised. To continue to rely on the existing provisions for papakāinga development, may not be effective. A review of the existing papakāinga development provisions in 2024, found that consultants concluded the existing rules are complicated, which reduces their effectiveness. **Efficiency** The TRMP is outdated but it is not the appropriate time to undertake a full review of the TRMP when new plan- making legislation is currently being written by Government. However to not update parts of the TRMP in respect of the NPS UD and FDS, while also giving effect to the TRPS C1, would also be inefficient given the significant time lag between when the new Government came into power and new legislation being enacted. In the interim, PC81 can provide for the additional	in the TRMP retains uncertainty and inconsistency in terms of what an acceptable outcome may or may not be. **Risk of Acting** For Option (b) the risk of acting is not applicable because the option is to do nothing.

	whenua (or on their behalf by trusts such as Wakatū Incorporated and Ngāti Rārua Ātiawa Iwi Trust / Whakarewa Trust) will not meet the draft NES definition of Māori Ancestral Land. This exclusion is because the definition in the NES doesn't reflect the way in which land was historically alienated or exchanged since the 1840's under various different Acts, Orders in Council, Crown Grants, Treaty settlement claims and general sales or purchases. The status of land in the region relevant for this definition is further complicated by the ongoing appeal by the Crown of the 2017 Supreme Court decision regarding the Nelson 10ths agreement in the original land purchase by the New Zealand Company. The submission of Te Rūnanga o Ngāti Rārua on the draft NES references the Te Puni Kōkiri / Ministry of Māori Development July 2024 Analysis of District Plan Papakāinga Rules, which states in Appendix 2 that under the draft NES definition of Māori Ancestral Land only 0.01% of the Tasman region is held as Māori land. Taking this into consideration it is unlikely that the NES would enable substantive		housing choice and capacity needed for the next 10 years, which includes papakāinga development. If PC81 did not proceed and existing provisions of the TRMP were relied upon for papakāinga development, resource consent assessment would still be undertaken in an incomplete and unclear policy setting. Disagreement can sometimes revolve around unclear or potentially subjective provisions, which leads to inefficient consent processing and decision making.	

	development of papakāinga as a permitted activity. **Economic** The TRMP currently does not contain sufficient zoned land and provisions to meet expected housing demand and housing choice over the next ten years. If the TRMP is not changed to enable more papakāinga development the shortfall in this type of housing will be greater than currently estimated in the latest HBA. This will come at an economic cost for Tasman's community and businesses if house prices continue to be unaffordable and employees new to the area are unable to find a dwelling. Te Rūnanga o Ngāti Rārua note in their submission on the draft NES that it took one of their whānau over seven years to obtain resource consent for their papakāinga. This was largely attributed to inadequate and inconsistent planning provisions in the district plan. Along with the time delay, significant financial costs were incurred for the whānau involved. **Social** The social impact analysis prepared for PC81 identifies positive impacts from the MDRZ rules on housing			

	supply, diversity of housing, benefits for businesses and consequent social effects. With the relatively low levels of intensification occurring currently in Tasman's main towns under operative rules, these benefits would not be realised and could constitute indirect costs. This assessment is equally applicable to papakāinga development which further diversifies housing choice. If intensification of housing land is not further enabled, known demand for papakāinga housing will be unmet, potentially leading to even higher house prices for the community. The outdated nature of the existing papakāinga provisions has been identified by tāngata whenua. This is imposing social (as well as economic) costs on the people of Ngati Kuia, Rangitāne, Ngāti Apa Ki te Rā Tō, Ngāti Koata, Ngāti Rārua, Ngāti Toa Rangatira, Ngāti Tama, Te Ātiawa or Ngāti Waewae. In the absence of change these costs would continue. **Cultural** Tasman is a region that is growing and if the TRMP is not changed, papakāinga development opportunities will not be realised in			

	a manner sufficient to provide a variety of homes that meet local needs and enable Māori to express their cultural traditions and norms. The social impact analysis prepared for PC81 identifies positive impacts from the MDRZ rules on social cohesion and culture, with potential for diverse community events in the towns with more people living there. In the absence of the MDRZ with probable continued modest increases in the number of people living in town, these opportunities could be missed and constitute indirect costs. This assessment is equally applicable to papakāinga development which further diversifies housing choice.			
Economic Growth and Employment of option (b)	**Economic Growth** Failing to plan for more housing land would have negative economic consequences in a region where recent population growth is forecast to continue. Growth benefits the economy and in particular industries supported by the construction and housing market, with a knock-on effect on productivity.		**Employment** Option (b) would continue to exacerbate the existing problem of employees struggling to find residences in Tasman. It would not assist the known problem of businesses in the region identifying housing, employment and social conditions as the local support measure most likely to have the biggest impact on their business (2023).	
Proposed option (c)	***Costs (environmental, economic, social, cultural)***	***Benefits (environmental, economic, social, cultural)***	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Amend the TRMP but with fewer papakāinga provisions introduced, less	**Environmental** Some environmental costs may arise if papakāinga development is not sufficiently enabled in appropriate locations, potentially leading to less	**Environmental** Retains most existing environmental safeguards and assessment processes.	**Effectiveness** Relying on the existing rules for papakāinga would not effectively implement the NPS UD direction or	The proposed rezoning of two of the new papakāinga was signalled in the FDS and for the FDS there has been much consultation with the

prescription and implement the NPS UD direction with an overarching objective and policies only, relying on existing rules) for papakāinga development (but including further zoned land).	efficient land use or ad hoc development proposals. However, by not fully enabling papakāinga, there may be less risk of overdevelopment in sensitive rural or peri-urban areas, and existing environmental protections remain largely in place. **Economic** Economic benefits for Māori landowners and the wider community are limited compared to option (a), as fewer papakāinga developments are likely to proceed due to ongoing regulatory barriers. Some economic uplift may occur where new papakāinga zones are introduced, but the lack of enabling rules means the process remains costly and uncertain for applicants. Council and iwi may save some resources in the short term by not implementing a full new framework, but long-term economic opportunities for Māori and the district are constrained. **Social** Social benefits are limited: some new papakāinga housing may be delivered, but the scale and diversity	Some positive effects if new papakāinga zones are well-located and designed. **Economic** Some economic benefit for Māori landowners able to develop papakāinga on newly zoned land. Limited improvement in housing supply and affordability for Māori. **Social:** Some increase in housing choice and cultural expression for Māori, but not at the scale needed to address identified demand. May improve relationships with iwi by acknowledging papakāinga in objectives and policies, but risks disappointment due to lack of practical change. **Cultural:** Recognises the significance of papakāinga in the TRMP, which is a step forward. Some whānau may be able to realise papakāinga aspirations, but many will still be constrained by the regulatory framework.	proposed objectives to be introduced as part of TRPS C1. As explained for option b above, the operative rules are incomplete and result in the controlled activity status for papakāinga development being invalid in most cases. An incomplete set of provisions leads to uncertainty and inconsistent decisions. A further significant limitation of this option is that it would not address the exclusion of land held by major Māori organisations such as Wakatū Incorporation and Whakarewa Trust from the scope of the Government's National Environmental Standard (NES) for papakāinga. The NES defines "Māori Ancestral Land" in a way that does not include land held by these entities, despite their central role in providing papakāinga housing and supporting whānau and hapū aspirations in the region. As a result, under this option, papakāinga development on land owned by Wakatū Incorporation and Whakarewa Trust would remain subject to the same restrictive and uncertain regulatory framework as at present, and these organisations would not be enabled to deliver papakāinga at scale. This represents a major gap in effectiveness, as it fails to provide for a substantial proportion of the region's Māori	community on planning for future growth and certainty exists therefore over the preferred direction for urban development, on which PC81 is based. There are significant risks associated with proceeding with this compromise option. By not fully enabling papakāinga development—particularly for land held by major Māori organisations such as Wakatū Incorporation and Whakarewa Trust, which are excluded from the draft NES definition of Māori Ancestral Land—there is a high likelihood that the plan will fail to deliver on the aspirations of iwi, hapū, and whānau in the region. This could result in ongoing housing inequity, cultural disconnection, and frustration among Māori communities, as well as reputational risk for Council in not giving effect to the NPS UD, Treaty principles, and local policy direction. There is also a risk of legal challenge or future central government intervention if the regulatory framework is seen as insufficiently enabling or discriminatory in its effect. Furthermore, by retaining a fragmented and uncertain regulatory environment, this option may necessitate further plan changes or policy work in the near future to address persistent barriers and

	of outcomes will be less than under a fully enabling approach. Barriers to papakāinga development (such as complex consent processes and restrictive rules) remain for most Māori landowners, perpetuating housing inequity. Some positive social effects may result from new papakāinga zones, but these are likely to be isolated rather than widespread. **Cultural** The compromise approach acknowledges the importance of papakāinga and Māori aspirations, but does not fully empower tāngata whenua to exercise rangatiratanga over their land. Some cultural benefits may be realised where new zones are created, but the lack of enabling rules and pathways means many whānau will still face significant barriers. The approach risks being seen as tokenistic or insufficient by iwi and Māori communities.		land and does not give effect to the aspirations of iwi and hapū for papakāinga development on their collective landholdings. The inability to provide for these organisations undermines the intent of both the NPS UD and the local policy direction to enable papakāinga as a taonga and support Māori housing outcomes. **Efficiency** While this option may appear more efficient in the short term by avoiding the complexity and resource demands of a full suite of new papakāinga provisions, it is likely to result in ongoing inefficiencies for both applicants and Council. The continued reliance on existing rules, which are incomplete and inconsistently applied, means that Māori landowners—including major organisations such as Wakatū Incorporation and Whakarewa Trust—will still face significant uncertainty, delays, and additional costs when seeking to develop papakāinga. The lack of clear, enabling pathways increases the likelihood of protracted consent processes, inconsistent decision-making, and potential legal challenges. Furthermore, because the draft NES definition of Māori Ancestral Land excludes land held by	unmet housing needs. In summary, the risk of not acting decisively to enable papakāinga development is that the opportunity to address long-standing inequities will be missed, and the Council may be required to revisit the issue again, incurring additional costs and delays for all parties.

			these key entities, the regulatory framework will remain fragmented and difficult to navigate, requiring case-by-case workarounds or future plan changes. In the long term, this approach is likely to be less efficient overall, as it perpetuates barriers to papakāinga development, fails to deliver on national and local policy objectives, and may necessitate further amendments to the TRMP to address persistent inequities and unmet housing needs.	
Economic Growth and Employment of option (c)	**Economic Growth** The economic benefits of this option would be limited compared to a fully enabling approach. While some Māori landowners may experience uplift in land value or be able to proceed with papakāinga development on newly zoned land, the majority—especially those associated with Wakatū Incorporation and Whakarewa Trust—would remain constrained by the regulatory framework. The lack of enabling rules and the exclusion of significant Māori landholdings from the draft NES means that opportunities for broader economic participation, intergenerational wealth creation, and community investment are not fully realised. The ongoing uncertainty and complexity of the consent process may also deter investment and increase costs for applicants, reducing the overall economic efficiency of papakāinga delivery in the district. In the long term, this could perpetuate disparities in housing and economic outcomes for Māori, and limit the district's ability to respond to housing demand in a culturally appropriate and sustainable way.		**Employment** Employment opportunities generated by this option would also be constrained. While some jobs may be created through isolated papakāinga developments that are able to proceed, the scale and frequency of such projects would be much lower than under a more enabling framework. The inability of major Māori organisations to develop papakāinga at scale means that the potential for sustained employment in construction, infrastructure, and associated services is not fully realised. Furthermore, the ongoing regulatory barriers may discourage local contractors and professionals from specialising in papakāinga projects, limiting the development of skills and capacity within the region. As a result, the wider economic and employment benefits that could flow from a robust papakāinga programme would not be achieved under this option.	
Overall Evaluation	After assessing the costs, benefits, effectiveness, efficiency, and risks associated with each option, option (a)—the introduction of a comprehensive suite of new papakāinga provisions—is the most effective and appropriate approach for achieving the objectives of Plan Change 81 and giving effect to national and regional policy direction. Option (a) would deliver substantial benefits for the Tasman District by removing long-standing regulatory barriers and providing clear, enabling pathways for papakāinga development across a wide range of Māori landholdings, including those managed by major organisations such as Wakatū Incorporation and Whakarewa Trust. This approach would support intergenerational wealth creation, cultural revitalisation, and social wellbeing for Māori, while also generating significant economic growth and employment opportunities for the wider community. The certainty and clarity provided by a fully enabling framework would			

	reduce costs and delays for applicants, encourage investment, and foster the development of specialist skills and capacity within the local workforce. By aligning with the aspirations of iwi and hapū, and meeting the requirements of the NPS UD and Treaty principles, option (a) represents a robust, future-focused solution that addresses both current and anticipated housing needs. Option (b), which would retain the status quo and rely on existing papakāinga provisions, is clearly inadequate. The current rules are incomplete, inconsistently applied, and have failed to deliver meaningful outcomes for Māori landowners. Under this option, most papakāinga proposals would continue to face significant regulatory barriers, resulting in ongoing housing inequity, cultural disconnection, and missed opportunities for economic and social development. The status quo does not give effect to national policy direction or local aspirations, and would likely require further amendment in the near future to address persistent shortcomings. Option (c), which proposes a compromise by introducing only an overarching objective and limited policies while retaining most existing rules, would offer only marginal improvements over the status quo. While this approach would provide some recognition of papakāinga in the plan and could enable a small number of developments to proceed, it would not address the fundamental barriers faced by Māori landowners—particularly those associated with Wakatū Incorporation and Whakarewa Trust, who are excluded from the draft NES definition of Māori Ancestral Land. The lack of enabling rules and pathways would perpetuate uncertainty, delays, and additional costs for applicants, and would fail to deliver the scale of change required to meet identified housing needs or policy objectives. In the long term, this option would likely necessitate further plan changes and ongoing policy work, resulting in inefficiency and continued frustration for all parties. In summary, option (a) is strongly preferred as it provides the most comprehensive, effective, and efficient response to the challenges and opportunities associated with papakāinga development in the Tasman District. It aligns with national and regional policy, meets the aspirations of iwi and hapū, and delivers broad and lasting benefits for Māori and the wider community. Options (b) and (c) are not recommended, as they would perpetuate existing barriers and fail to achieve the desired outcomes for housing, equity, and cultural wellbeing.

Recommended option

After consideration of the costs, benefits, effectiveness, efficiency, and risks associated with each of the three options for papakāinga provisions, it is recommended that option (a)—the introduction of a comprehensive suite of new papakāinga provisions—is adopted. This option provides the most robust and enabling framework for papakāinga development in the Tasman District, directly addressing long-standing barriers faced by Māori landowners and organisations, including Wakatū Incorporation and Whakarewa Trust. By removing regulatory obstacles and providing clear, consistent pathways for papakāinga across a wide range of Māori landholdings, option (a) will support intergenerational wealth creation, cultural revitalisation, and social wellbeing for Māori, while also delivering significant economic growth and employment benefits for the wider community.

Option (a) aligns with the aspirations of iwi, hapū, and whānau, and gives effect to the requirements of the National Policy Statement on Urban Development, Treaty principles, and the Council's Future Development Strategy. It is the most effective and efficient approach for achieving the objectives of Plan Change 81, providing certainty for applicants, reducing costs and delays, and fostering the development of specialist skills and capacity within the local workforce. In contrast,

options (b) and (c) would perpetuate existing barriers, fail to deliver the scale of change required to meet identified housing needs, and risk ongoing inequity, inefficiency, and reputational harm for Council. For these reasons, the comprehensive suite of papakāinga provisions set out in option (a) is strongly recommended as the preferred approach.

The content of the plan change is summarised above in section 7.0.

11. Conclusion

This evaluation has been undertaken in accordance with Section 32 of the RMA. The evaluation identifies the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA (and established planning documents prepared under the RMA). The evaluation demonstrates that the regulatory approach that this proposal takes is the most appropriate option in giving effect to the NPS UD, TRPS C1 and Council's FDS.

In respect of the proposed residential provisions, PC81:

- balances competing objectives by providing more housing land capacity for the next 10 years to meet anticipated demand, but minimising impacts on the natural environment. Potential environmental impacts and economic costs (e.g. arising from new infrastructure for further growth) have been considered and are either already included in the Council's Long Term Plan and its Infrastructure Strategy, or else can be included in the next iteration of the LTP to ensure that infrastructure is available to service housing growth locations.

- The provisions of PC81 acknowledge that intensification in urban areas can detract from amenity values appreciated by some people but improve amenity values of others. This approach implements both the NPS UD's interpretation of amenity and that in TRPS C1.

- The overall environmental, economic, social and cultural benefits of both additional housing capacity in Tasman and medium density housing are evaluated and outweigh the costs. Introducing a new MDRZ is the most effective and efficient way of securing increased density housing in our main towns, including providing more smaller attached dwellings. It also seeks to ensure efficient use of greenfield sites on the edges of towns by providing for medium density in these locations. Using a quantitative design matrix is an effective way of ensuring urban design outcomes are achieved in existing residential areas. Using OSPs in greenfield areas ensures efficient and effective future planning of growing communities.

- There is a wealth of data and information on housing demand in Tasman and strategic planning has already been undertaken with the FDS. The risk of proceeding with PC81 is therefore minimal on this basis

- Existing TRMP residential objectives have not provided sufficient capacity of smaller attached dwellings as demonstrated in recent HBAs. Providing fuller residential objectives in PC81, better assists the Council in carrying out its statutory functions and meeting RMA and NPS UD requirements.

In respect of the proposed commercial provisions, PC81:

- Also balances competing objectives by providing more zoned commercial and mixed business land for the next 10 years to meet expected demand, but minimising impacts on the natural environment. It also proposes releasing this capacity with safeguards in place to restrict uncontrolled growth of large format retail, out of centre, which could be to the detriment of Tasman's existing town centres
- Provides environmental benefits arising from a compact urban form reducing general reliance on cars for travel and situating new commercial development in closer proximity to amenities and services. Such benefits outweigh the costs of zoning more land
- The overall environmental, economic, social and cultural benefits of additional commercial capacity in Tasman are evaluated and outweigh the costs
- Adverse environmental effects of the proposed commercial sites being developed have been thoroughly assessed and can be avoided or mitigated

- Economic benefits would exist for the community from PC81 as well as for businesses and for new employees looking to move to the region
- Social cohesion benefits for the community would arise from PC81 with the focus on existing commercial centres
- A wealth of data and information exists on Tasman's commercial centres, commercial land demand and likely effects from large format retail. The risk of proceeding with PC81 is therefore minimal on this basis
- PC81 would assist Council with carrying out its statutory functions (its commercial land capacity function). It is also within the scope of higher level documents - not only NPS UD but also Council's adopted FDS and concurrent TRPS C1.

In respect of the proposed papakāinga provisions:

- This evaluation demonstrates that the comprehensive suite of papakāinga provisions introduced through Proposed Plan Change 81 (PC81) is the most appropriate and effective approach for enabling papakāinga development in the Tasman District. The new provisions directly address long-standing barriers faced by tāngata whenua in developing housing on their ancestral land, including overly complex and restrictive rules, lack of clear policy direction, and limited recognition of papakāinga outside the Papakāinga Zone.

- The new objectives (10A.2.1 and 10A.2.2) and supporting policies are grounded in robust engagement with ngā iwi, alignment with the National Policy Statement on Urban Development (NPS UD), and the Council's Future Development Strategy (FDS). They give effect to national and regional policy direction, and reflect the aspirations of iwi, hapū, and whānau for intergenerational wellbeing, cultural revitalisation, rangatiratanga over land use and development and potential to reconnect with their ancestral lands.

- The evaluation of options confirms that a fully enabling framework (Option A) delivers the greatest environmental, economic, social, and cultural benefits. It provides certainty and clarity for applicants, reduces costs and delays, and supports the development of papakāinga at a scale that meets identified demand. The provisions are designed to be flexible and culturally appropriate, allowing for papakāinga in a wide range of zones and landholdings, including those managed by major Māori organisations such as Wakatū Incorporation and Whakarewa Trust. This approach ensures that the benefits of papakāinga—such as affordable housing, community cohesion, and cultural expression—are accessible to a broad cross-section of Māori in the region.

- The risks of not acting, or of adopting a less comprehensive approach, are significant. Retaining outdated or incomplete provisions would perpetuate inequities in housing access for Māori, constrain the development of culturally aligned housing, and undermine Council's obligations under Te Tiriti o Waitangi. It would also risk reputational harm and erode trust with iwi partners, and may require further plan changes in the future to address persistent barriers and unmet needs.

- In summary, the papakāinga provisions in PC81 represent a robust, future-focused solution that aligns with national and regional policy, meets the aspirations of iwi and hapū, and delivers broad and lasting benefits for Māori and the wider community. The approach is both effective—delivering on statutory and community objectives—and efficient, streamlining processes and reducing long-term costs. The Council's commitment to ongoing partnership with ngā iwi, and to monitoring and refining the provisions as needed, will ensure that papakāinga development continues to support intergenerational wellbeing and the sustainable management of land and resources in the Tasman District.

12. Appendix 1 - TRMP Schedule of Amendments and Maps

13. Appendix 2 - PC81 Background Site Assessment Report

14. Appendix 3 - Infrastructure Report

15. Appendix 4 - Housing and Business Development Capacity Assessment

16. Appendix 5 - Transportation Memorandum

17. Appendix 6 - Onsite Wastewater Assessment

18. Appendix 7 - TRMP Noise Limit Changes

19. Appendix 8 - Multi-criteria Assessment

20. Appendix 9 - Medium Density Social Impact Assessment

21. Appendix 10 - Medium Density Reserves and Open Space Assessment

22. Appendix 11 - Economics Report

23. Appendix 12 - Town Centre Audit

24. Appendix 13 - Engagement with Iwi

25. Appendix 14 - Workers Accommodation Memorandum

26. Appendix 15 - MDRZ – Summary Memorandum

27. Appendix 16 - Stakeholder Consultation Summary

28. Appendix 17 - Māpua Specific Site Inundation Assessment

29. Appendix 18 - Geotechnical Report – Proposed Commercial Land Māpua

30. Appendix 19 - Mixed Business Zone Provisions – Issues and Options

31. Appendix 20 - TRMP and Proposed PC81 Wiring Assessment

32. Appendix 21 - Relevant sections of the RMA

Section 32 (as amended by the Resource management (Freshwater and Other Matters) Amendment Act 2024)

32 Requirements for preparing and publishing evaluation reports

(1) An evaluation report required under this Act must—
(a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and
(b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
(i) identifying other reasonably practicable options for achieving the objectives; and
(ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
(iii) summarising the reasons for deciding on the provisions; and
(c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

(2) An assessment under subsection (1)(b)(ii) must—
(a) identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—
(i) economic growth that are anticipated to be provided or reduced; and
(ii) employment that are anticipated to be provided or reduced; and
(b) if practicable, quantify the benefits and costs referred to in paragraph (a); and
(c) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

(3) If the proposal (an **amending proposal**) will amend a regional policy statement, plan, or change that is already proposed or that already exists (an **existing proposal**), the examination under subsection (1)(b) must relate to—
(a) the provisions and objectives of the amending proposal; and
(b) the objectives of the existing proposal to the extent that those objectives—
(i) are relevant to the objectives of the amending proposal; and
(ii) would remain if the amending proposal were to take effect.

(4) If the proposal will impose a greater or lesser prohibition or restriction on an activity to which a national environmental standard applies than the existing prohibitions or restrictions in that standard, the evaluation report must examine whether the prohibition or restriction is justified in the circumstances of each region or district in which the prohibition or restriction would have effect.

(4A) If the proposal is a proposed policy statement, plan, or change prepared in accordance with any of the processes provided for in Schedule 1, the evaluation report must—
(a) summarise all advice concerning the proposal received from iwi authorities under the relevant provisions of Schedule 1; and
(b) summarise the response to the advice, including any provisions of the proposal that are intended to give effect to the advice.

(5) The person who must have particular regard to the evaluation report must make the report available for public inspection at the same time as the proposal is notified.

(6) In this section,—
objectives means,—
(a) for a proposal that contains or states objectives, those objectives:
(b) for all other proposals, the purpose of the proposal
proposal means a proposed regional policy statement, plan, or change for which an evaluation report must be prepared under this Act
provisions means,—
(a) for a proposed plan or change, the policies, rules, or other methods that implement, or give effect to, the objectives of the proposed plan or change:
(b) for all other proposals, the policies or provisions of the proposal that implement, or give effect to, the objectives of the proposal.

32AA Requirements for undertaking and publishing further evaluations

(1) A further evaluation required under this Act—
(a) is required only for any changes that have been made to, or are proposed for, the proposal since the evaluation report for the proposal was completed (the **changes**); and
(b) must be undertaken in accordance with section 32(1) to (4); and
(c) must, despite paragraph (b) and section 32(1)(c), be undertaken at a level of detail that corresponds to the scale and significance of the changes; and
(d) **must—**
(i) be published in an evaluation report that is made available for public inspection at the same time as the decision on the proposal is notified; or
(ii) be referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with this section.

(2) To avoid doubt, an evaluation report does not have to be prepared if a further evaluation is undertaken in accordance with subsection (1)(d)(ii).

(3) In this section, **proposal** means a proposed regional policy statement, plan, or change for which a further evaluation must be undertaken under this Act.

32A Failure to carry out evaluation

(1) A challenge to an objective, policy, rule, or other method on the ground that an evaluation report required under this Act has not been prepared or regarded, a further evaluation required under this Act has not been undertaken or regarded, or section 32 or 32AA has not been complied with may be made only in a submission under section 149E, 149F, or 149O or under Schedule 1.

(2) Subsection (1) does not prevent a person who is hearing a submission or an appeal on a proposal from having regard to the matters stated in section 32.

(3) In this section, **proposal** means a proposed regional policy statement plan, or change for which—
(a) an evaluation report must be prepared under this Act; or
(b) a further evaluation must be undertaken under this Act.
Section 32A: inserted, on 1 August 2003, by section 11 of the Resource Management Amendment Act 2003 (2003 No 23).

33. Appendix 22 - Methodology used in developing the FDS

For the FDS sites, the FDS technical report Future Development Strategy 2022 - 2052 | Tasman District Council provides the background on the analysis undertaken, in selecting both a spatial growth scenario and individual sites. For convenience, it is summarized here.

The methodology applied to develop the FDS comprised five broad stages, as set out below. Key stakeholder engagement, workshops with elected members and hui with ngā iwi took place during every stage:

- **Stage one** – opportunities and constraints mapping on a GIS viewer (available on above link) in order to identify potential growth areas and no-go areas. Baseline information was also reviewed from recent public consultations (eg LTP, Tasman Environment Plan) to develop a series of 11 FDS strategic outcomes (later rename objectives) and categories for the multi criteria analysis to be used for site assessments

- **Stage two** – information and data from stage one informed potential broad options for growth (spatial scenarios) and the multi criteria assessments for sites. The draft FDS objectives were refined and four initial broad options for growth (spatial scenarios) were evaluated against these objectives, focusing on potential capacity and advantages and disadvantages of each. Following a round of community engagement in October 2021, more than 200 potential growth areas across Nelson and Tasman were assessed, using over 20 different criteria

- **Stage three** – Once the site assessments were completed, draft growth plans for each area/town/city were prepared and the capacity provided under each growth area and scenario continued to be refined. High level development infrastructure requirements were assessed. Landowners of all preferred growth areas were contacted. A draft FDS for public consultation was developed

- **Stage four** – Public consultation using the Special Consultative Procedure under the Local Government Act of the statement of proposal and draft FDS. 568 submissions were received and four days of hearings took place where 120 submitters were heard. The FDS Subcommittee, comprising members of both Councils plus a ngā iwi representative deliberated on the draft FDS and made recommendations to the Nelson Tasman Joint Committee

- **Stage five** – the FDS was updated and refined following deliberations, including revising the preferred spatial scenario for adoption. The Nelson Tasman Joint Committee adopted the FDS on 29 August 2022,

Spatial scenarios considered in FDS

Spatial scenarios considered during preparation of the FDS are broad options for how Nelson and Tasman will grow to accommodate projected population increase. The options considered capacity, housing and business land choice, strategic infrastructure requirements (including transport) and their contribution to the eleven objectives of the FDS. The scenarios were shared with ngā iwi, stakeholders and elected members for feedback.

Together with the FDS objectives, the spatial scenarios assist in identifying and understanding trade-offs at a strategic level, as well as working out the distribution regionally of new growth areas. They also assist in identifying different housing and business types likely to be provided, as well as the spatial identification of opportunities and constraints.

The spatial scenarios focused on the urban environment in Tasman (and Nelson) as this is where most capacity is required to be found to meet demand. This is also the area to which the NPS UD applies in Tasman. Growth opportunities for Tasman's rural environment were based on the individual demand profile of each area, rather than collective spatial scenarios for the whole rural environment, as those demands are unique to each town.

Initially four spatial scenarios were evaluated:

Scenario #1 intensification only focus

Intensification only focus – majority of growth to occur within the existing urban areas of Richmond, Stoke and Nelson, using maximum potential densities. Limited greenfield expansion (Richmond South, Saxton and Maitai) and small amount of rural residential expansion (along Coastal Tasman) to support housing choice.

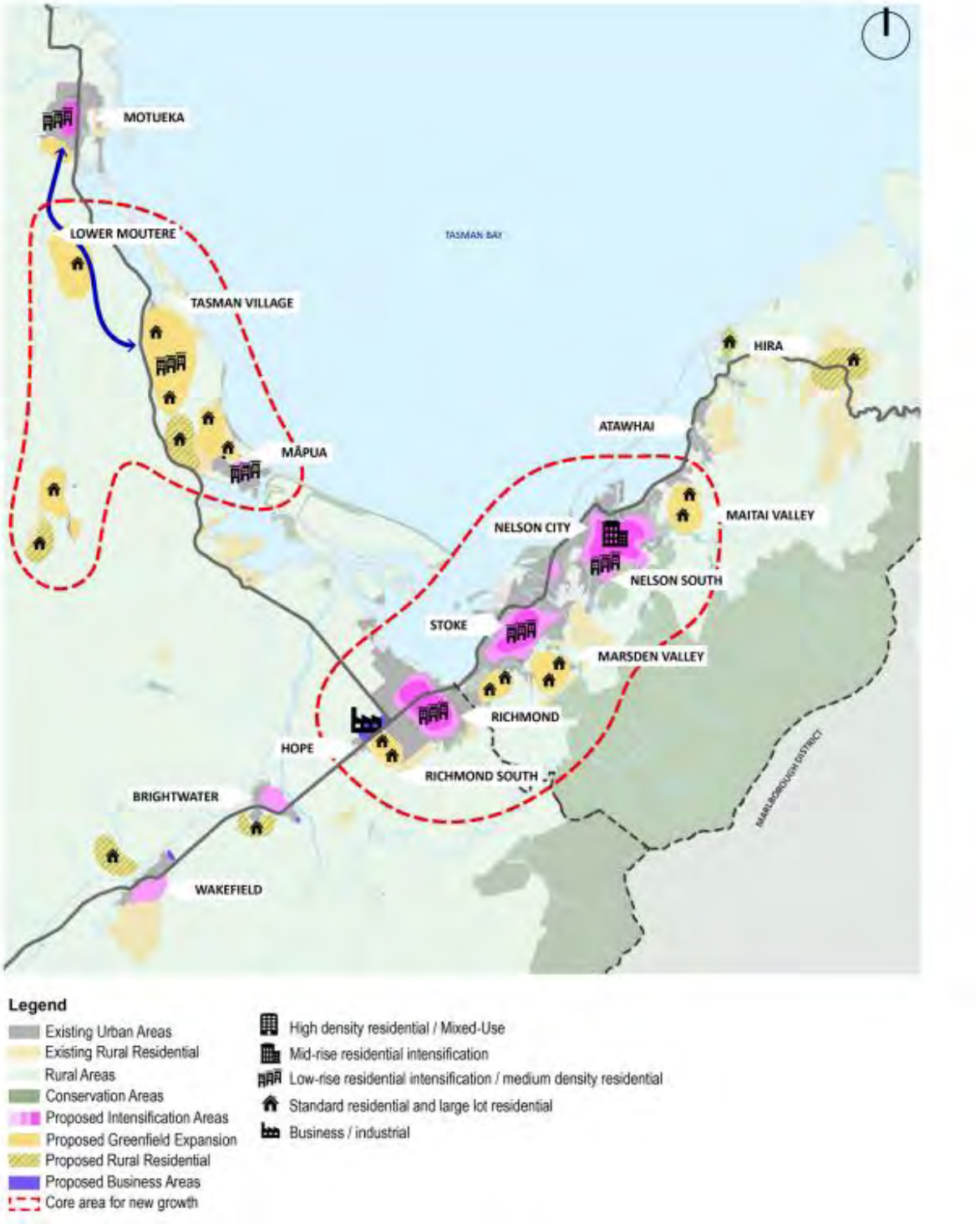


Figure 4 Intensification Focus Diagram

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Scenario #2 Coastal Tasman focus

Coastal Tasman development focus – large proportion of growth in a new town near Tasman village. Some intensification in Nelson, Richmond and Stoke at modest densities and some greenfield expansion (Richmond South, Saxton, Maitai and Hira).



Scenario #3 State Highway 6 focus

State Highway 6 focus – greenfield expansion focused along State highway 6 between Wakefield and Hira, with a new community in Hira. Some intensification in Nelson, Richmond and Stoke at modest densities.

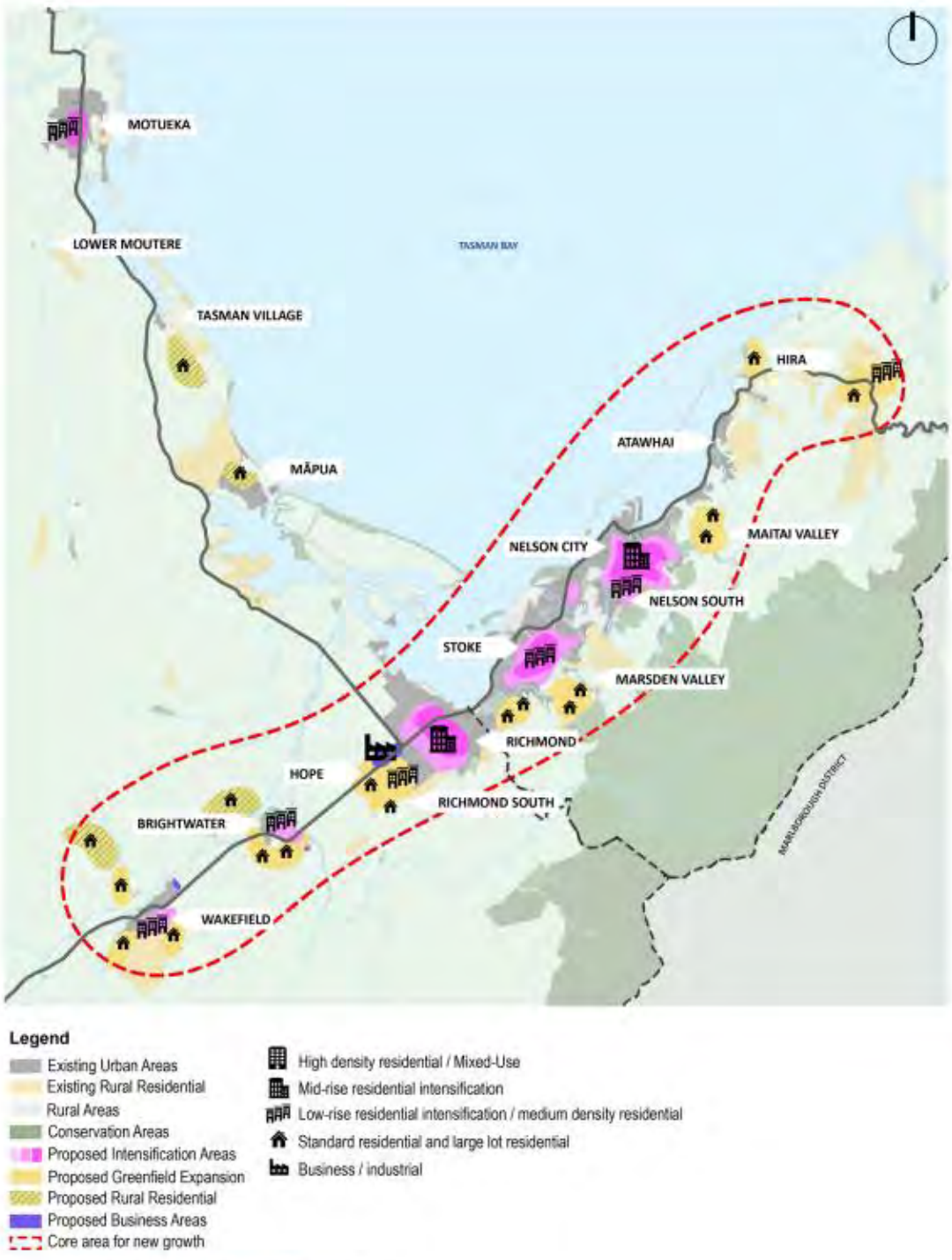


Figure 6 State Highway 6 Focus Diagram

Scenario #4 Hybrid scenario

Hybrid scenario – State highway 6 and Coastal Tasman development focus – greenfield expansion spread out evenly along the Highway corridor between Atawhai and Wakefield, as well as new communities at Hira and near Tasman village. Greenfield expansion (Saxton, Maitai and Marsden/Ngawhatu valleys) and modest densities of intensification in Richmond, Nelson and Stoke.

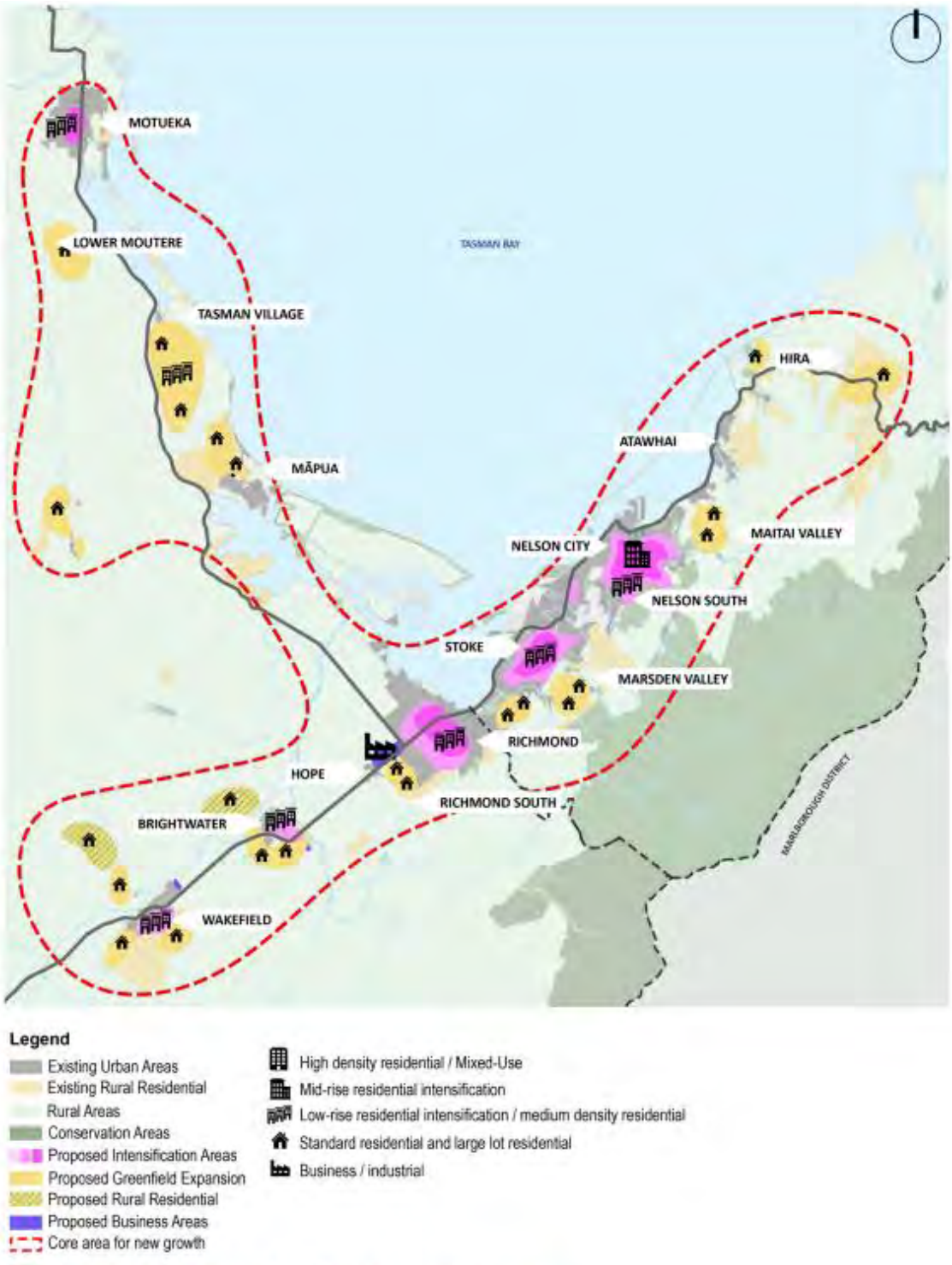


Figure 7 Hybrid State Highway 6 and Coastal Tasman Diagram

These scenarios helped inform an understanding of how potential development sites could contribute to the identified FDS objectives, one of which is meeting NPS UD obligations on providing sufficient capacity over the 30 year period. Full details on methodology used for estimating housing and business capacity of potential sites are provided in section 7.0 of the FDS technical report.

During the feedback stage, there was no unanimous preference for any one scenario but key themes did emerge such as maximizing intensification as well as providing sufficient greenfield opportunities if intensification is slow or below estimates.

When the four spatial scenarios were assessed against the FDS objectives, scenarios (i) (intensification focus) and (iii) (State highway 6 focus) were most aligned.

All scenarios were able to provide sufficient capacity to meet housing land demands under a medium growth scenario, but scenarios (i) (ii) and (iii) fell short of capacity requirements under a high growth scenario. Scenario (iv) was able to meet this through the development of two new communities at Tasman village and Hira, but performed the worst against the FDS objectives.

Based on this assessment the State High 6 focus scenario was selected for further refinement.

Scenario #5 Refined State Highway 6 focus

Refined State Highway 6 focus – greater level of intensification assumed similar to scenario #1 above, using maximum potential densities. Greenfield sites in Māpua and Motueka, increasing the density compared with the existing zone. 39% of residential capacity provided by intensification and balance from greenfield growth on sites from Hira to Wakefield along SH6, including a new community at Hira.

Additionally, business sites in Brightwater and Wakefield were included to provide for employment opportunities for the large numbers of new houses proposed in these towns. These locations included HPL and they were tested with community through consultation.



Figure 8 Refined State Highway 6 Focus Diagram

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Evaluation of the five different spatial scenarios

A high level evaluation of the five different spatial scenarios was completed, focussing on likely development capacity, accessibility, infrastructure requirements and “bottom line” constraints (cultural heritage sensitivities, highly productive land and natural hazards). Table 10 in the FDS technical report sets out the evaluation:

Table 10 Advantages and disadvantages of each spatial scenario

Scenario	Advantages	Disadvantages
#1: Intensification Focus	Meets capacity under medium growth scenario. Does not rely on urban growth into additional areas of highly productive land. Does not require large extensions to strategic trunk infrastructure. Urban form will better support a more efficient and frequent public transport system at a lower cost. Urban form will better support emissions reductions by locating new residents in close proximity to existing services.	Does not meet capacity under the high growth scenario. Relies on over 60% of growth being provided through intensification infill (this is an advantage and disadvantage but this level of intensification is considered a challenge in the short to medium term). Significant upgrades to existing infrastructure in the urban areas will be required. Dependant on development in urban areas with a known risk to flooding and coastal inundation.
#2: Coastal Tasman Focus	Meets capacity under medium growth scenario. Development near Tasman Village to form a new community of 3,200 houses would provide significant new housing capacity in Tasman. Provides for a variety of housing typologies in different locations. Includes significant areas of land around Tasman Village and Lower Moutere with willing landowners/developers.	Does not meet capacity under the high growth scenario. Requires the loss of some highly productive land in the Coastal Tasman Area (it is noted that the existing Rural Residential and Rural 3 zones already enable a degree of development in the area). Requires major extension of strategic trunk infrastructure from Motueka. Significant upgrades to existing infrastructure in the urban areas will still be required.

	Better responds to known demand for new housing along the coast and in proximity to Motueka. Early growth can leverage off planned public transport improvements between Māpua and Motueka. Development could help fund the construction of the new wastewater treatment plant for Motueka.	Inefficient urban form which may not support a reduction in GHG emissions. The creation of a new community in Tasman village is not currently supported by Te Ātiawa, who raised significant concerns over three sites. The nature of the concerns is a long history of spiritual/cultural issues associated with an area of battle and it being a very sensitive area.
#3 State Highway 6 Focus	Meets capacity under medium growth scenario. Provides for a variety of housing typologies in different locations. Requires only some capacity upgrades to existing strategic trunk infrastructure focussed around Wakefield and Brightwater. Early growth can leverage off planned public transport improvements between Wakefield and Richmond.	Does not meet capacity under the high growth scenario. Relies on a significant area of land (Hira) where there is no known willingness to develop a new community. Requires extension of strategic trunk infrastructure from Nelson to Hira. Significant upgrades to existing infrastructure in the urban areas will still be required. More difficult to run an efficient and frequent public transport system along an extended corridor. Large scale growth around Wakefield and Brightwater will still encourage an increase in GHG emissions without significant further investment in public transport. Requires the extension/ creation of new dedicated public transport routes to serve Hira. Modest known demand for living in 'Nelson Rural' according to the Housing Preferences Survey 2021 Some fragmentation of landownership (including rural residential development) may make full-build out of Hira more challenging.
#4: Hybrid State Highway 6 and	Meets capacity under medium and high growth scenario.	Does not meet capacity under the high growth scenario.

Coastal Tasman Focus	Provides for the greatest variety of housing typologies in different locations. Includes significant areas of land around Tasman Village and Lower Moutere with willing landowners/developers. Development could help fund the construction of the new wastewater treatment plant at Motueka. Early growth can leverage off planned public transport improvements between Wakefield/ Motueka and Richmond.	Dilution of growth areas makes servicing more expensive with new strategic trunk infrastructure, social infrastructure (e.g. schools) and public transport required to both Tasman Village and Hira. Dilution of growth areas may not support growth and intensification of existing commercial centres. Will not support a reduction in GHG emissions without significant upfront investment in new public transport and cycling connections to Nelson. The creation of a new community in Tasman village is not currently supported by Te Ātiawa, who raised significant concerns over three sites. The nature of the concerns is a long history of spiritual/cultural issues associated with an area of battle and it being a very sensitive area.
#5: Refined State Highway 6 Focus	Meets capacity under medium and high growth scenario. Provides for a variety of housing typologies in different locations. Requires only some capacity upgrades to existing strategic trunk infrastructure focussed around Wakefield and Brightwater. Early growth can leverage of planned public transport improvements between Wakefield and Richmond.	Relies on a new community at Hira as well as large greenfield growth areas in Brightwater and Wakefield to meet capacity under the high growth scenario. There is uncertainty of landowners' and the community's willingness for large sale development in these areas. Does not respond as well to known demand for new housing along the coast and in proximity to Motueka. Significant upgrades to existing infrastructure in the urban areas will still be required. A less efficient urban form (with significant growth concentrated around Hira, Brightwater and Wakefield) which may not support a reduction in GHG emissions.

Scenarios #6 and #7 developed for public consultation: Consolidated State Highway 6 focus and Consolidated SH6 focus with new communities

Following this evaluation a sixth spatial scenario was developed for public consultation with elected members, which comprised a consolidated version of the State Highway 6 refined scenario #5 above, without a new community a Hira. The main focus of future development would be concentrated between Atawhai and Wakefield and maximum potential densities of intensification in Nelson, with moderate intensification densities in Tasman. Under this scenario, growth provided for via intensification increased to around 48%, development of existing zoned areas 8% and development of greenfield sites 44%. The increased levels of intensification meant the new community at Hira or near Tasman village were no longer needed. This sixth spatial scenario was the core growth scenario.

Some concerns were raised by elected members over the ability of the proposed intensification to be realised, so a seventh spatial scenario was developed for consultation, comprising a new community near Tasman village. As set out in the evaluation table above (table 10 from the FDS technical report), there are a number of advantages and disadvantages with development near Tasman village, but it did offer a potential solution to providing a large number of dwellings to meet demand and was proposed as a secondary part of the consultation proposal:

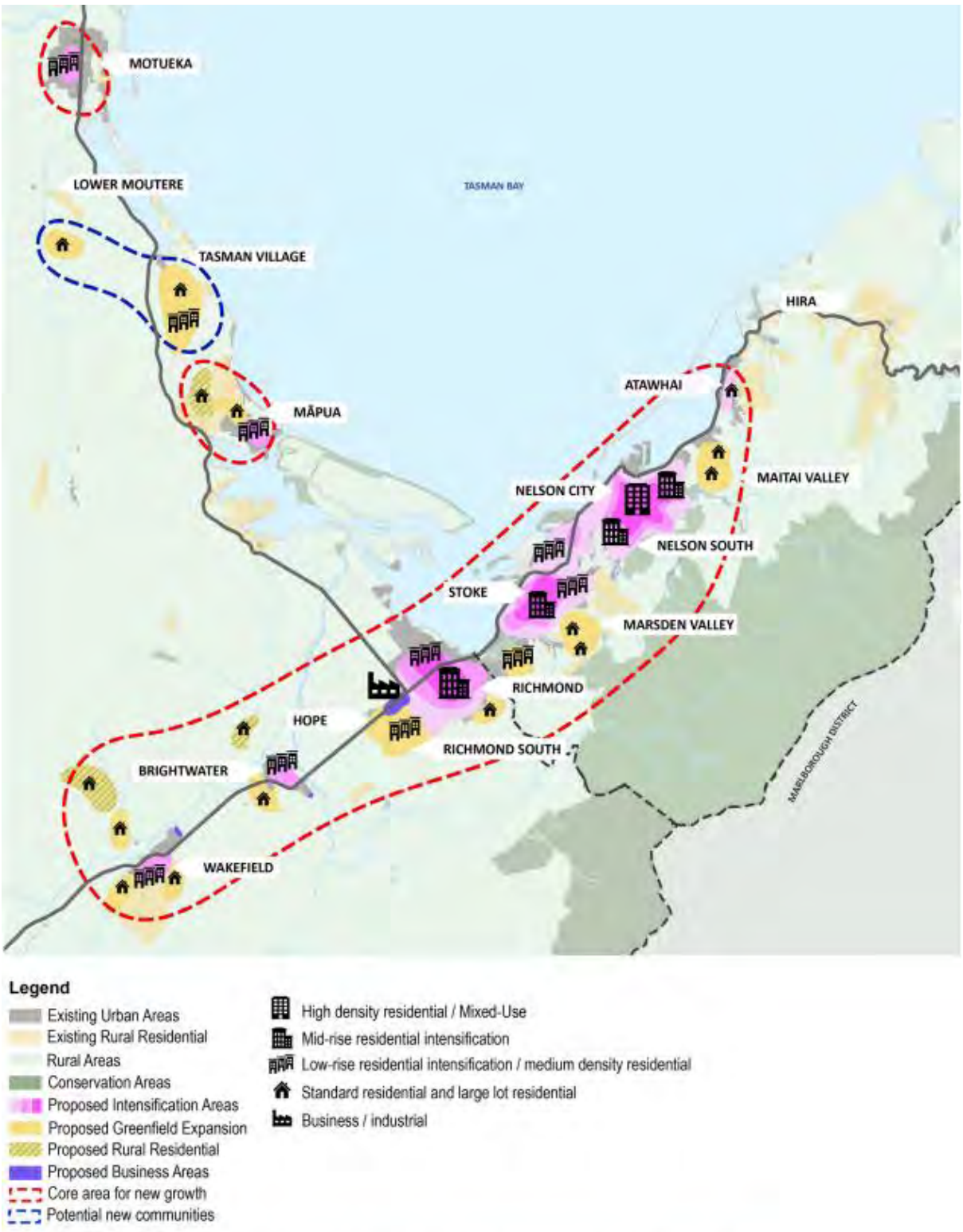


Figure 9 The proposal for consultation including a potential new community near Tasman Village

The evaluation of Scenario #6 (core proposal) follows:

Table 11 Advantages and disadvantages of the core proposal

Scenario	Advantages	Disadvantages
#6 Preferred Growth Scenario **Consolidated growth focussed along State Highway 6 and meeting demands of Tasman rural towns**	Meets demand under both medium and high growth scenarios. Provides for a variety of housing typologies in different locations. Requires only some capacity upgrades to existing strategic trunk infrastructure focussed around Wakefield and Brightwater. Early growth can leverage off planned public transport improvements between Wakefield and Richmond. Is not dependant on development in urban areas with a known risk to flooding and coastal inundation. This proposal excludes the need to develop on greenfield sites subject to significant natural hazard risk (e.g. coastal inundation) or which may have significant impacts on freshwater bodies. This proposal largely excludes the need to develop on greenfield sites containing highly productive land sites. Exceptions to this include two small areas for light industrial uses in Brightwater and Wakefield adjacent to existing industrial areas. This proposal excludes sites with significant cultural values. The proposal aligns well with the identified outcomes of the FDS.	Relies on over 50% of growth being provided through intensification within the existing urban area. There is uncertainty over the rate at which the local development market will take up intensification opportunities. No new significant growth areas provided for within, or in proximity to, Motueka where there is known demand for new housing. Significant upgrades to existing infrastructure in the urban areas will still be required. Would likely require further investment in public transport frequency across the existing urban area and south to Brightwater/ Wakefield.

Evaluation of scenario #7 (secondary part of the proposal for consultation) follows:

Table 12 Advantages and disadvantages of the secondary part of the proposal in the draft FDS including a potential new community near Tasman Village

Sub-scenario	Advantages	Disadvantages
#7 Preferred Growth Scenario including a potential new community near Tasman Village	Significantly exceeds housing demand under both medium and high growth scenarios. Development near Tasman Village to form a new community of 3,200 houses would provide significant new housing capacity in Tasman. A new community near Tasman Village would support the development of some local services (e.g. shops, employment) that could support the local population. Provides for a variety of housing typologies in different locations and provides future resilient options in proximity to Motueka. Early growth near Tasman Village can leverage off planned public transport improvements between Māpua and Motueka and improves the viability of the service in the longer-term. Development near Tasman Village could help fund the construction of the new wastewater treatment plant for Motueka. This proposal excludes the need to develop on greenfield sites subject to significant natural hazard risk (e.g. coastal inundation) or which may have significant impacts on freshwater bodies. Development near Tasman Village is relatively unconstrained, with known issues (e.g. fault line, flooding) that can be easily addressed through detailed design of future subdivision. The majority of the landholdings near Tasman Village are under a small handful of owners, some of which	Requires significant loss of some highly productive land in the Coastal Tasman Area – large titles not fragmented, relatively flat and where surrounding use is horticulture. However, it is noted that the existing Rural Residential and Rural 3 zones already enable a degree of development in this area. The creation of a new community in Tasman village is not currently supported by Te Ātiawa, who raised significant concerns over three sites. The nature of the concerns is a long history of spiritual/cultural issues associated with an area of battle and it being a very sensitive area. Dilution of growth areas makes servicing more expensive with new strategic trunk infrastructure required for Coastal Tasman, via extension of services from Motueka. This could compromise on the ability to deliver infrastructure upgrades required to support intensification.

	have expressed a strong willingness to develop in the area. The potential capacity released by a new community near Tasman Village provides opportunities to refine or reduce the extent of greenfield expansion proposals to the south along SH6 in towns like Wakefield and Brightwater.

Comparative evaluation of all seven spatial scenarios against draft FDS objectives

Figure 10 in the FDS technical document provides a simple evaluation of how the spatial scenarios were considered to meet the 11 FDS objectives. Green indicates that the scenario aligns with the objective, orange indicates that the scenario partially meets the objective and red shows that there is misalignment with the FDS objectives.

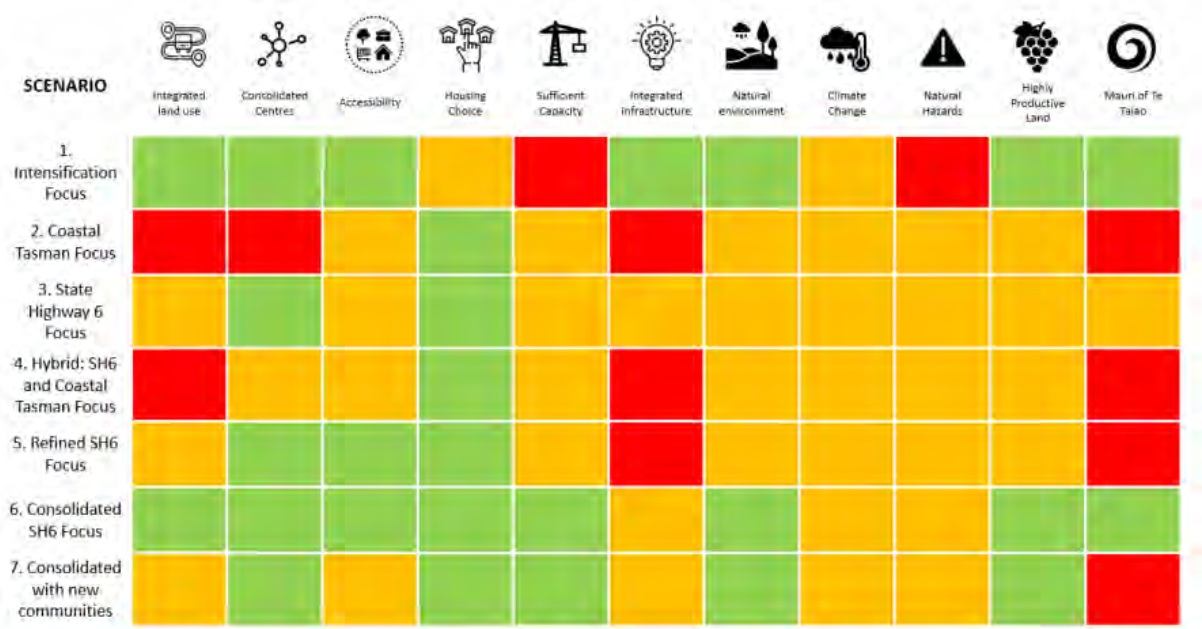


Figure 10 Evaluation of Scenarios against the draft FDS Objectives

Other broad growth scenarios considered by FDS

In addition to the seven spatial scenarios detailed above, a number of other growth scenarios were also considered, but discounted early in the process. These included:

- Richmond expansion including west and east of SH60, discounted due to highly productive land constraints and the importance of that land to the economy
- Further expansion of Brightwater, including south of SH6. Discounted due to highly productive land constraints and flood risk from the Wairoa and Wai-iti rivers
- Significant expansion of Motueka, discounted due to risk from natural hazards (mainly coastal and river inundation), significant areas of highly productive land and cultural heritage significance all around the town

- Expansion of Lower Moutere – progression of a large site from the 2019 adopted FDS (site T-18) for a new community. Discounted due to earlier strong opposition from landowners following its adoption in the 2019 FDS
- Status quo (2019 FDS), with no change from those adopted growth areas. This was discounted as that FDS was responding to lower levels of growth than were being forecast in 2022.

Final FDS spatial scenario following public consultation

Based on the submissions received on the draft FDS 2022-2052 during the Special Consultative Procedure, changes were made to the preferred scenario #6 (consolidated SH6 focus). Key changes included concentration of greater levels of development in and around Nelson and Richmond at Saxton and Orphanage West (+1,400 dwellings) and a corresponding drop in capacity in surrounding towns including Brightwater (-270 dwellings), Māpua and notably Wakefield (-1,600 dwellings). Full details of other changes can be found on pages 83-84 of the FDS technical document.



Figure 11 Final strategy

Potential development sites

A total of 189 sites were initially assessed for the draft FDS, 148 of which fell within Tasman and 41 within Nelson. The sources for the sites were:

- Sites previously identified and assessed as part of the 2019 FDS
- Workshops with developers and businesses
- Ngā iwi discussions

- Stakeholder workshops
- Site nominations from the community during engagement on the FDS
- Historical sites previously discussed with the Councils
- Sites from earlier strategies and plans

A further 33 sites were proposed through submissions in Tasman and these were evaluated using the same 21 assessment criteria as the initial 189 sites.

After assessment each site was allocated to various spatial scenarios based on their geographic location e.g. sites near Tasman village were included within the Coastal Tasman focus scenario. Due to the refined final spatial scenario #6 not meeting the required capacity numbers, based on potential yields of sites, it was necessary to include some of the more poorly performing sites, where they were aligned with the overall spatial strategy i.e. focusing the majority of growth along the State Highway 6 corridor.

In Tasman's rural environment, better performing sites under the multi criteria assessment were selected in preference to lower scoring sites, where there were other options available.

Any new sites or amended FDS site boundaries, proposed as part of PC81, were all assessed against the same 21 criteria as the original FDS sites. Appendix 8 provides consultant Barker's review of this process in a manner consistent with the development of the FDS and its overall strategy for future urban growth as it relates to Tasman.

Business future development sites

There were a number of common elements and assumptions on business land capacity which applied to all spatial scenarios considered. These included:

- Intensification of existing commercial areas in Nelson could provide for its future commercial requirements
- provision for business activities (commercial and light industrial) in the new growth area at Richmond South
- provision for smaller scale commercial and business activities at various towns in Tasman e.g. Brightwater, Wakefield, Murchison, allowing for expansion of existing commercial areas or reflecting where existing uses have emerged irrespective of the underlying zoning
- additional light industrial sites identified for Brightwater and Wakefield on the fringes of existing business areas, despite containing highly productive land. This was necessary to provide business capacity in the future to support the large numbers of new homes identified in these towns
- mixed use development in Nelson's and Richmond's highest density residential areas (ground floor use being retail/commercial)

For the FDS sites, the FDS technical report Future Development Strategy 2022 - 2052 | Tasman District Council provides the background on the analysis undertaken, in selecting both a spatial growth scenario and individual sites. For convenience, it is summarized here.

34. Appendix 23 - Summary of PC81 by chapter of the TRMP

Tasman Resource Management Plan Provision	Proposed amendment
Volume 1: Text Part I – Introductory	
Chapter 2 Meanings of words	• new definition of bedroom in the proposed medium density residential zone • amendment to the Brightwater Development Area definition to include a site in PC81 • delete Intensive Development definition and replace with amendments to the Comprehensive Development definition to reflect new medium density residential zone • new definition for green roof • amended definition of impervious surface to provide updated general definition and list of specific examples of impervious surfaces • amendment to medium density development definition, removing the average site size and enabling medium density to comprise greater than 20 dwellings per hectare • new definition on micromobility transport modes • new definition of net density in terms of numbers of lots or household units per hectare • amendment to definition of site coverage. The definition of site coverage is amended so that it now means the proportion of a site that is covered by impervious surfaces. • new definition of small unstaffed network utility buildings • A new definition for “pervious surface” (permeable surface) is introduced to assist with defining site coverage. • amended definition for workers’ accommodation to reflect modern day requirements
Volume 1: Text Part II: Land	
Chapter 5 Site Amenity Effects Section 5.2 Amenity values	Amendment to existing policy 5.2.3.1 on privacy and amenity to recognize that amenity may develop and change over time with medium density. Amendment to existing policy 5.2.3.2 on daylight and sunlight to recognize that sunlight admittance may decline with medium density. Amendment to existing policy 5.2.3.3 concerning outdoor living, to recognize that space for outdoor living may reduce with medium density. New policy relating to road noise effects in relation to MDRZ

	Consequential amendments to 'associated methods of implementation', referencing the proposed medium density residential design matrix (new Schedule 17.1AA) as well as increased tree cover in public land areas of the medium density residential zone. Amended reference to works and services in relation to landscape planting, updating to reference tree cover within street corridors and public land in MDRZ New text in 'principal reasons and explanation' on the NPS UD and how it acknowledges that amenity values develop in urban environments, as well as the proposed medium density residential zone.
Section 5.3 Visual and Aesthetic Character	Amendment to existing policy 5.3.3.1 to introduce the proposed medium density residential zone within existing urban areas. Amendment to 'associated methods of implementation' referencing the proposed medium density residential design matrix (new Schedule 17.1AA). Amendment to 'principal reasons and explanation' to explain how enabling increased and varied housing densities in specified development areas reflects the need to use land more efficiently, where expansion does occur.
Section 5.4 Residential Activities and Community Facilities	Amendment to the section 5.4 heading deleting 'residential activities' so it just refers to community facilities. Similar amendments to issue 5.4.1. Amendment to objective 5.4.2 to remove reference to residential activities Relocation of existing policy 5.4.3.1 referring to housing types to Chapter 6.4. Amendment to existing policy 5.4.3.2 referring to the urban areas and the urban environment instead of residential areas. Proposed relocation of existing 'methods of implementation' 5.4.20.1 (a) to chapter 6.4A.20, concerning residential activities. Proposed relocation of existing 'principal reasons and explanation' 5.4.30 on variety of housing forms to chapter 6.4A.30.
Chapter 6 Urban Environment Effects Section 6.1 Sustainable Urban Design and Development	Amendment to objective 6.1.2.1 to reference well-functioning urban environments Amendment to policy 6.1.3.1, relocating two criteria within the policy on medium density housing development to new section 6.4A3.2 Relocation of existing policy 6.1.3.1A on medium density housing in the development areas to section 6.4A with some minor amendments
Section 6.2 Land Effects from Urban Growth	Amendment to policy 6.2.3.2A to enable medium density residential development in the proposed medium density residential zone. Relocation of existing policy 6.2.3.2C on the Wakefield Development Area to section 6.17.

	Relocation of existing policies 6.2.3.8 and 6.2.3.9 on Tākaka Eastern Golden Bay Area to section 6.11 and 6.10 respectively Relocation of existing policy 6.2.3.10 on Richmond West Development Area to section 6.8. Consequential amendments to 'methods of implementation' – addition of the medium density housing design matrix (new Schedule 17.1AA) and associated amendments to principal reasons and explanation.
Section 6.3.2 Urban Infrastructure Services	New policy 6.3.3.5A to promote well-connected and efficient road and active transport networks through Outline Spatial Plans and indicative roads, reserves and walkways Amended regulatory methods to include references to Outline Spatial plans and indicative features.
Section 6.4 Coastal Urban Development	Relocation of existing policy 6.4.3.4 on Tākaka Eastern Golden Bay to section 6.11
Proposed new section 6.4A on Land for Residential Activities	Insertion of new section 6.4A land for residential activities (issue, objectives and policies): • new issue 6.4A.1 on the provision and availability of suitably located housing land capacity within the shared tier 2 urban environment to meet Tasman District and Nelson City's needs, over the long term • new objective 6.4A.2.1 on accommodating a wide range of residential activities in urban areas • new objective 6.4A.2.2 on intensification, responding to housing needs, demand and the town's planned urban built character while incorporating density and quality urban design outcomes • existing policy 5.4.3.1 on variety of housing types is relocated to this new policy location 6.4A.3.1 • two criteria of existing policy 6.1.3.1, are relocated to new policy location 6.4A3.2 (a) and (b) • relocation of existing policy 6.1.3.1A on medium density housing in the development areas to new policy location 6.4A.3 with amendments introducing the medium density residential zone, recognizing importance of successful urban design, integration of multiple site variables approach and need for additional assessment for more complex development proposals • new medium density policy 6.4A.3.4 to enable subject to Outline Spatial Plans that address high standard of design, manage effects on adjoining sites, requiring street and public open space design, meets day-to-day needs of residents, ensures variety, supportive of higher building heights subject to design and effects on adjoining sites • new policy 6.4A.3.5 to limit development that may create a restriction or limitation on future comprehensive medium density development

	• new policy 6.4A.3.6 to require the use of Outline Spatial Plans (OSP) for larger undeveloped sites (greenfields) to ensure coordinated spatial layout of development, guide layout of densities and form, support integration with adjoining sites and landscape, and ensures planned coherent development. • new policy 6.4A.3.7 in MDRZ subject to OSP enables comprehensive development where landuse led, ensures an overall minimum density whilst achieving variety, requires alignment with OSPs, and preserves development of unbuilt lots for future comprehensive development • new policy 6.4.3.8 guides development in MDRZ on allotments not covered by an OSP in terms of density, use of design matrix, subdivision that is land use led, avoids development that may limit or restrict future density objective for the land, ensures adequate tree cover • new policy 6.4A.3.9 on enabling taller buildings in Commercial and Central Business Zones of Richmond and Motueka • new policy 6.4A.3.10 on recognizing that engineering and infrastructure considerations must also be available to be addressed in a flexible case by case manner • Consequential amendments to 'methods of implementation' - including relocation of existing 'methods of implementation' clause 5.4.20.1 (a) to 6.4A.20.1, concerning residential activities. Addition of new methods of implementation (b)-(f) in this section covering the land use led approach for the medium density zone, the medium density housing design matrix (new Schedule 17.1AA), the rules to avoid standard density in the medium density residential zone, rules to provide for subdivision in accordance with a land use resource consent where the relevant matters are addressed and the use of outline development plans for larger sites. • Consequential addition to 'methods of implementation' 6.4A.20.2 on advocacy, promoting the new medium density residential zone to developers outside the Nelson and Tasman regions • Consequential addition to 'methods of implementation' 6.4A.20.3 on continued investment of infrastructure services in the medium density residential zone and increasing tree cover within public land areas • Significant consequential new text proposed under 'principal reasons and explanation' at 6.4A.30, together with relocation of existing text from 5.4.30, about smaller dwellings on smaller lots, the medium density residential zone and its proposed design tool and the need to provide certainty for developers through a rule framework. It also recognizes stormwater and flooding are significant challenges for intensification and the likely need to on-site detention of both.

Section 6.5 Land for Industrial Activities	New policy 6.5.3.1A on providing a supply of suitable land for regional and district industrial needs for the medium to long term (2054). (Note there is an existing objective 6.5.2.2 on a supply of suitably located industrial land to provide for the medium to long term).
Section 6.6 Land for Commercial Activities	New issue 6.6.1.4 on growth and the potential risk to town centres' health from sprawling or ad hoc commercial developments. Acknowledgement of the role and function of Tasman's centres. New objective 6.6.2.3 on a supply of suitably located commercial land to provide for regional and district needs for the medium to long term. New objective 6.6.2.4 on an established hierarchy of existing commercial centres. Insertion of relocated existing policy 6.6.3.7 to earlier policy 6.6.3.1 on providing a supply of suitable land for regional and district commercial needs for the medium and long term. Minor amendments to existing policy 6.6.3.1 about retaining a compact identifiable grouping of commercial activities in urban and rural centres. New policy 6.6.3.3 on establishing a hierarchy for existing commercial centres in the district, with an accompanying table that identifies each centre in the region, its role, function and commercial zone hierarchy. The role of each centre is based on the National Planning Standards 2019 Zone names. Richmond, a metropolitan centre also includes five neighbourhood centres. New policy 6.6.3.4 on realizing efficiencies relating to maintenance, upgrade and extension of network infrastructure through the proposed hierarchy. New policy 6.6.3.5 and amendment to existing policy 6.6.3.2 (new 6.6.3.6) on ensuring that the Metropolitan Centre for Tasman District, Richmond continues to provide for a broad range of activities and is the primary urban centre in the district; and that Richmond, Motueka and Tākaka continue as the central focus for pedestrian oriented retail and office commercial development in the district. New policies 6.6.3.7 and 6.6.3.8 on the roles of local centres and neighbourhood centres. New policy 6.6.3.9 enabling commercial activities in locations very near to Council reserves and open spaces, where the activity is not inappropriate in a residential environment. New policy 6.6.3.10 on enabling limited commercial activities in the proposed medium density residential zone where those activities contribute to the vibrancy of the area and are not inappropriate in a residential environment. Amendment to existing policy 6.6.3.13 to include the Motueka Central Business Zone - so that business growth in the Mixed Business Zone is complementary to the Richmond and Motueka Central Business Zones.

	Amended policy 6.6.3.15 relating to Mixed Business Zone development to ensure on-going viability of central business zone locations Relocation of existing policy 6.6.3.7 on providing a supply of suitable business land to earlier in the same section (6.6.3.1). New policy 6.6.3.20A to avoid smaller format retail in Mixed Business Zone locations, ensuring the integrity of Richmond and Motueka town centres 'Tourist activities in rural areas' - Relocation of existing policy on Tākaka and Eastern Golden Bay's commercial centres to later in the same section at 6.11.3.1C. 'Tourist activities in rural areas' - Insertion of relocated policies from section 6.7 on design of shopping centres and their development that suits the character of their environment to new policy locations 6.6.3.24 and 6.6.3.25. Consequential amendments to 'methods of implementation' 6.6.20.1. Consequential amendments to 'principal reasons and explanation' at 6.6.30 on Tasman's commercial centres.
Section 6.7 Settlement Character and Design	Change title of this section to 'Urban and Rural Centre character, design and development'. Throughout the issues, objectives, policies, methods of implementation, principal reasons and explanation and performance monitoring indicators amendments comprising deletion of the word 'settlement' and its replacement with 'urban and rural centre or centre'.
Section 6.8 Richmond	Minor updates to existing issue 6.8.1.5 referring to Richmond as a Metropolitan Centre and the role it plays in the District and issue 6.8.1.6 recognising the role of the Medium Density Residential Zone in Richmond. Similar updates to policy 6.8.3.10 introducing the proposed Medium Density Residential Zone, consistent with proposed changes to earlier sections. Insertion of relocated policy 6.2.3.10 on Richmond West Development Area to section 6.8, forming new policy 6.8.3.13A, within the Richmond section. New policies 6.8.3.13B, 6.8.3.13C, 6.8.3.13D and 6.8.3.13E on commercial activities in Richmond, ensuring that the Richmond Metropolitan Centre prevails as the primary urban centre in the area and is not undermined as the central focus by activities located in the Richmond West Mixed Business Zone or Richmond neighbourhood centres. Also that Richmond's CBD continues to develop as the central focus for pedestrian oriented intensive retail and office commercial development, that neighbourhood centres in Richmond provide predominantly for small scale commercial and community activities.

	Amendments to existing policy 6.8.3.24 'open space and reserve network' updating aspirations with recent community infrastructure in the Richmond area. New policies 6.8.3.24A and 6.8.3.24B concerning the prioritising of new neighbourhood reserves of varying formats in areas of Richmond identified as underprovided for open space, particularly in the intensification area. New policy 6.8.3.25A on stormwater management infrastructure to ensure stormwater does not cause flooding in the Medium Density Residential Zone. Amendment to 6.8.3.27 to reference MDRZ as well as Residential Zone in reference to community activities and facilities Amendments to 6.8.2.27B to add reference to MDRZ and require development of larger lots to align with OSPs Delete existing policy 6.8.3.27C New policy 6.8.3.27D on increasing extent of tree cover on public land in the Medium Density Residential Zone in Richmond. New policy 6.8.3.27E on enabling taller buildings in Richmond Metropolitan Center, incorporating residential opportunities above the ground floor. Consequential amendments to 'methods of implementation', 'principal reasons and explanation' and updating of figure 6.8A (including map) on residential housing choices in Richmond to include the Medium Density Residential Zone.
Section 6.9 Motueka	New issue 6.9.1.1B on need to provide a variety of medium density housing options in Motueka. New policy 6.9.3.3B on providing for denser housing in the Medium Density Residential Zone in Motueka. New policy 6.9.3.6A on enabling taller buildings in Motueka's commercial and central business zones, incorporating residential opportunities above the ground floor. Consequential amendments to 'methods of implementation', 'principal reasons and explanation.'
Section 6.10 Tākaka	New issue 6.10.1.5 on the need to provide a greater variety of dwelling sizes in and around Tākaka. New policy 6.10.3.1B on providing medium density housing options and a variety of dwellings sizes in the Medium Density Residential Zone at Rototai Road. Amended policy 6.10.3.3 to enable residential activities in the Commercial Zone in Motupipi Street where flood risks are addressed Consequential amendments to methods of implementation' and 'principal reasons and explanation.'
Section 6.11 Tākaka-Eastern Golden Bay	Insertion of relocated operative policies from existing locations 6.2.3.8, 6.4.3, 6.6.3.10 to 6.11.3.1A, 6.11.3.1B, 6.11.3.1C on Tākaka-Estern Golden Bay. Amendment of relocated policy 6.11.3.1C

	ensuring that Tākaka's Central Business Zone continues to develop as the main hub for commercial and service activities and that the local centres of Collingwood and Pōhara service the needs of the residential catchment. Consequential amendments to 'principal reasons and explanation' including relocated text from 6.2.30 and 6.3.30.
Section 6.13 Settlements in or adjoining National Parks	Change to the title of the section, deleting 'settlements' and replacing with 'Urban and Rural Centres.' Same amendment as above to issues section 6.13.1. Insertion of relocated policy 6.3.3.3 to new policy 6.13.3.1A on Marahau and a reticulated system for water and wastewater. Amendment to existing policy 6.13.3.3 introducing NZ standards on parking facilities. 'Principal reasons and explanation' - insertion of relocated text on Marahau's tourist services zoning from location 6.3.30.
Section 6.15 Mapua/Ruby Bay	New issues statements 6.15.1.3A and 6.15.1.3B acknowledging need for higher density housing options and sufficient business and industrial land in proximity to where people and live and in support of the Mapua community New issue statement 6.15.1.10 identifying the need to recognise the vulnerability from coastal inundation risk Amended policy 6.15.3.4 to include wider waterfront commercial area in policy. Amended policy 6.15.3.5 to support residential growth and development of Mapua commercial area, and integration with adjoining reserves New policy 6.15.3.5A to avoid long-term industrial land uses especially of land that is at risk from coastal inundation New policy 6.15.3.13A to provide for comprehensive developments in the MDRZ and in development areas in Mapua New policies 6.15.3.18 and 6.5.3.19 to ensure adequate tree cover and street greening within MDRZ areas and provide for suitable infrastructure and land for residential and business use, active and passive recreation Updated methods of implementation regarding regulation of MDRZ in locations that are appropriate and use of OSPs for large greenfield sites in Mapua Updated principle reasons to support and explain Mapua Medium Density changes and coastal inundation issues
Section 6.16 Brightwater	Amendment of issue 6.16.1 removing an outdated population projection. Amendment of issues 6.16.1.1 and 6.16.1.7 acknowledging for flood hazard risk, both the potential for (private) dam break hazard on land between Katania Heights Road and the Brightwater Deviation

	State Highway and the need for road noise management in the same location. Amendment of issue 6.16.1.2B on the need to provide denser housing options and a variety of dwellings sizes in central Brightwater. Amendment of policies 6.16.3.1, 6.16.3.1A, 6.16.3.1B, 6.16.3.3A and 6.16.3.8 to include the effects of development of the land between Katania Heights Road and the Brightwater Deviation State Highway, as well as the potential for private dam break and need to manage road noise. New policy 6.16.3.1C on providing for comprehensively designed comprehensive developments in the medium density residential zone in Brightwater. Consequential amendments to 'methods of implementation' and 'principal reasons and explanation.'
Section 6.17 Wakefield	New issue 6.17.1.6B and 6.17.1.6C on the need to provide higher density housing options and a variety of dwellings sizes and sufficient business and industrial land in Wakefield. New policy 6.17.3.7E on providing for comprehensively designed developments in the Medium Density Residential Zone in Wakefield. Consequential amendments to 'methods of implementation'.
Section 6.18 Murchison	New issue 6.18.1.5 on a lack of suitable land for light industrial purposes in Murchison. Consequential amendments to 'principal reasons and explanation.'
Chapter 7 Rural Environment Effects Section 7.1-Cumulative Effects of Land Fragmentation on Productive Opportunities	Amendment to existing policy 7.1.3.13 to enable workers' accommodation in the Rural 1 and Rural 2 zones, where productive value of the land is retained and further subdivision opportunities are avoided.
Section 7.2 Provision for Activities other than Plant and Animal Production	New policy 7.2.3.13 to avoid adverse effects on water quality, including from on-site wastewater in the Wastewater Management Area
Section 7.3 Rural Residential Development in Coastal Tasman Area	New policies 7.3.3.23 and 7.3.3.24 on enabling use of land for plant and animal production by providing for associated buildings which include workers' accommodation and enabling workers' accommodation in the Rural 3 zone.
Chapter 10A Papakāinga Development	New introduction to the new chapter, clarifying that activities in the papakāinga zone are addressed in chapter 17. Papakāinga development in zones other than the papakāinga zone is addressed in chapter 16. Chapter 10A provides guidance for papakāinga development anywhere in the District. New issues 10A1.1 to 10A1.3 recognising the barriers that Tāngata Whenua face to developing and using their ancestral land and how the proposed plan provisions seek to reduce these barriers for developing papakāinga.

	New objectives 10A.2.1 and 10A2.2 seeking to enable papakāinga development the design of which is led by Tāngata whenua, to support Tāngata whenua for the benefit of current and future generations. New policies 10A.3.1-10A.3.7 providing for papakāinga on land within the papakāinga zone, Residential, Medium Density Residential, Rural 1, Rural 2, Rural 3, and Rural Residential Zones. The location of which will be guided by Kaupapa Māori in accordance with tikanga Māori. Maximum densities of papakāinga development will be determined by the limitations of the site and the social, cultural, educational, recreational, health, temporary and commercial activities to be provided for as part of papakāinga, where they are consistent with Kaupapa, kawa and tikanga Māori. New 'methods of implementation,' 'principal reasons and explanation' and 'performance monitoring indicators'.
Chapter 11 Land Transport Effects	Amendment to Objective 11.1.2.1 to add resilience, require land-use integration and broaden reference to transport modes to acknowledge a range of modes of transportation Amendments to policies 11.1.3.5 introducing the Medium Density Residential Zone to the land transport chapter and the requirement for turning spaces for vehicles where on site parking or loading is provided. New policies 11.1.3.5A, 11.1.3.5B, 11.1.3.6A and 11.1.3.7A relating to the proposed Medium Density Residential Zone, requiring limited direct access to arterial routes, a safe access and egress for pedestrians, micromobility users or vehicles; promoting comprehensive development and co-location of housing with services to minimize number and length of vehicle trips and encourage use of non-car modes; and requiring appropriate accessible parking where on site parking is provided. Replace policy 11.1.3.7 to provide updated parking, loading and turning policy that acknowledges changed relationship between development and on-site provision for motor vehicles New policy 11.1.3.13 ensuring that specific needs of electric vehicles are implemented at the building design stage. Consequential amendments to 'methods of implementation' and 'principal reasons and explanation'.
Chapter 16 General Rules Section 16.2 Transport	**Permitted activity rules:** New expanded rules and some amended rules (16.2.2.1 (a) to (k)) on access and vehicle crossings. New rules on the design of micromobility access, including gradient requirements, where a vehicle access is not provided in the Medium Density Residential Zone (16.2.2.1 (i)). New replacement rules on provision for loading (16.2.2.3 (g) to (j)), including table 16.2C on standards. New replacement rules on provision of cycle parking (16.2.2.3 (k) to (m)) including table 16.2E on number of spaces.

	New rules on staff end of trip facilities for active transport modes (16.2.2.3 (n) to (o)), including table 16.2F on requirements. Amended rules on parking for people with disabilities (16.2.2.3 (p)), including table 16.2G on spaces. New rules on electric vehicle supply equipment (16.2.2.3 (t)) in the Medium Density Residential, Residential, Commercial and Central Business Zones. **Controlled activity rules** Minor amendment to 16.2.2.5 to add reference to Medium Density Zone **Restricted Discretionary Activity rules:** New matters of discretion for access and vehicle crossings (16.2.2.6 (3) to(5)). New matters of discretion for the design of micromobility access (16.2.2.6 (6)). New matters of discretion for access to more than 20 dwellings in the Medium Density Residential, Residential, Commercial and Central Business Zones (16.2.2.6 (7)). New matters of discretion for cycle parking and in the proposed Medium Density Zone, the storage of waste (16.2.2.6 (29) to (31). Consequential amendments to the 'principal reasons for rules'.
Section 16.3 Subdivision Sub section 16.3.3 Residential Zone	**Controlled Activity rules in the Residential Zone:** Deletion of subdivision rules relating to the operative Richmond Intensive Development Area (16.3.3.1). Amend Figure 16.3A to add reference to Mapua Outline Spatial Plan areas (cross reference to 16.3D) Amend advice note (2) of 16.3.3.1 (after (n)) to refer also to Outline Spatial Plans Amend matter (ga) to also refer to the area of land between Katania Heights Road and the Brightwater Deviation Add new matter (q) relating to the extent to which the development aligns with Outline Spatial Plans Deletion of rules relating to controlled subdivision in the operative Richmond Intensive Development Area (16.3.3.1A). **Restricted Discretionary Activity rules in the Residential Zone (Standard density):** Deletion of subdivision rules relating to the operative Richmond Intensive Development Area (16.3.3.2A (b)). **Restricted Discretionary Activity rules in the Residential Zone (Richmond Intensive Development Area)** Deletion of subdivision rules relating to the operative Richmond Intensive Development Area (16.3.3.2B).

	Restricted Discretionary Activity rules in the Residential Zone (Compact Density Specific Locations) Amendment of a matter of discretion relating to stormwater management in subdivision in the Brightwater Development Area between Katania Heights Road and the Brightwater Deviation State Highway 16.3.3.3 (19B) **Discretionary Activity rules in the Residential Zone** Deletion of subdivision rules relating to the operative Richmond Intensive Development Area (16.3.3.4 (ba)).
Subsection 16.3.3A	**Land-Use Led Approach in the Medium Density Residential Zone (MDRZ)** Rule 16.3.3A.1–A.2: Subdivision is a controlled activity if it is "land use led"—the design and layout of each allotment is established by reference to the siting of the dwelling and any other building to be authorised by land use consent under Rule 17.1A.3.2, 17.1A.3.3, or 17.1A.3.5. **Subdivision Rules for OSP (Outline Spatial Plan) Areas and Density Bottom Lines** Outline Spatial Plans (OSPs) are required for large or strategic sites (generally >5000m² or as specified in Schedule 16.3D). These plans: • Set out the spatial layout of roads, blocks, open space, and infrastructure. • Guide the location, density, and form of future subdivision and land use. • Ensure integration with existing settlements and landscape features. • Subdivision in OSP areas must: - Be in accordance with the OSP (Rule 16.3.3A.2). - Achieve minimum net densities: - 18 dwellings/ha generally - 30 dwellings/ha in the Richmond Intensive Development Precinct - Or the density specified in the OSP • Reserve "superlots" for future comprehensive development—these are larger lots within a subdivision that are not immediately developed, but are protected (e.g., via consent notices) for future higher-density development. • Density bottom lines: The rules require that, when subdividing, you must not create standard density lots that would preclude achieving the minimum density for the area. This is enforced by:

	• Avoiding standard density subdivision that would prevent future comprehensive development (Rule 6.4A.3.8(d)). • Using consent notices and other tools to ensure reserved lots are developed as intended (Rule 6.4A.3.7(e)). **Subdivision in Outline Spatial Plan areas** • Subdivision rules in OSP areas (Open Space or areas subject to an OSP) require: • Compliance with the OSP for layout, reserves, roads, and infrastructure. • Minimum density requirements as above. • Protection of future development opportunities—lots must be sized and located to allow for future comprehensive development, and not just standard density housing. **Other Key Subdivision Controls** • Minimum lot sizes and densities: Vary by area and development type (see rules 16.3.3.1, 16.3.3.1B, 16.3.3A.2, and associated figures). • Access and road network: Subdivision must provide for through-connected roads (not just cul-de-sacs), and must not create new direct accesses onto key arterial roads. • Stormwater, wastewater, and water supply: All lots must be serviced to Council standards, and stormwater management must use low-impact design where possible. • Reserves and open space: Subdivision must provide for reserves as shown on planning maps or OSPs, and vest them in Council. • Reverse sensitivity and noise: Subdivision near state highways or industrial zones must provide for setbacks and noise mitigation.
Sub section 16.3.8 Rural Residential and Closed Zones	**Rural Residential Zone – Controlled activity rules** 16.3.8.1 condition (a) includes proposed amendments to figure 16.3C, which provides conditions on minimum allotment areas for subdivision in rural residential zone. It is proposed to be amended to include Rural Residential sites proposed for rezoning as part of PC81: - T-17c Pangatotara without reticulated wastewater servicing: minimum net lot area of 1ha - T-213, T-205 and T-17d Pangatotara: minimum net lot area of 4ha - T-140a Little Ōnahau, T-17a Pangatotara, T-198 Higgins Road and T-114a Eyles Road: minimum net lot area of 2ha - T-181 and T-219 Korere/Tophouse St Arnaud: minimum net lot area of 5,000 sq m.

	Rural Residential Zone Pangatotara – Restricted Discretionary activity rules Where subdivision falls to a Restricted Discretionary Activity status, for failing to comply with condition 16.3.8.1 (a) above on lot size, new conditions 16.3.8.1A (a) to (b) are proposed for subdivision in Pangatotora, Eyles Road and Little Ōnahau. This provides a more flexible set of lot sizes with a restricted discretionary rule to allow a lower minimum lot size but with an average lot size to enable a greater range of lot sizes to respond to topography. The new conditions also require that operative rule 16.3.8.1 condition (b) to (m) for controlled subdivision in the Rural Residential Zone are complied with. New restricted matters of discretion are proposed concerning geotechnical suitability of the land, onsite amenity and daylight access and existing matters (1) to (18) of Rules 16.3.8.1. It is proposed that applications that comply with conditions (a) to (b) of rule 16.3.8.1A will be decided without limited notification or public notification.
Sub section 16.3.20	Consequential amendments to the 'principal reasons for rules,' including deleting text relating to the Richmond Intensive Development Area and inserting text on the proposed Medium Density Residential Zone. The reasons for rules explain that comprehensive development in this new zone is land use led with subdivision enabled following the land use consent process. Subdivision without land use consent is generally not supported, as more efficient outcomes are achieved when the location and design of buildings precedes subdivision. There is a requirement to achieve a minimum level of density when subdivision is applied for in isolation.
Schedule 16.3A	Assessment Criteria for Subdivision Insertion of clause 4B noting that with subdivision applications Council will have regard to any land use consent that has been granted for a compact density, comprehensive development New 4C and update to 42 to specifically reference OSPs where one applies to the site
Schedule 16.3B	Transport Conditions Amendment to condition (b) relating to vehicle access Minor amendment to (f) to add reference to OSPs
Schedule 16.3C	Services required on subdivision in certain zones Deletion of Richmond Intensive Development Area from the schedule and replacement with MDRZ
Schedule 16.3D Outline Spatial Plans	Outline Spatial Plans New Schedule (entire) that sets out the OSP framework, including the locations to which they apply, and an individual OSP for each location that specifies:

	• Map showing zone, development, infrastructure, open space and other spatially defined requirements for the location • Contextual information, including site description and description of key features • Development considerations and requirements, describing the intention for development in the location, opportunities and constraints and key design points, such as access and transportation connections, reserves and density expectations
Section 16.14 Papakāinga Development	Proposed new section providing specific rules for papakāinga development in zones other than the papakāinga zone Papakāinga development rules in the papakāinga zone are provided in chapter 17.13. **Residential, Medium Density Residential, Rural 1, Rural 2, Rural 3, Rural Residential Zones – papakāinga development – Permitted Activity Rule** The new permitted activity rule 16.14.2.1 applies to certain land where the owners can demonstrate their whakapapa to the listed iwi / hapū (including land owned by legal entities that represent people in the listed iwi / hapū. New conditions must be met for permitted activity status covering the land ownership, a maximum number (10) of residential units per papakāinga development, compliance with Schedule 16.14A (which covers design and development standards) exclusion of nuisance activities, and that the site is not within the papakāinga zone. New proposed Schedule 16.14A provides the papakāinga development standards that must be complied with for the permitted Activity Rule 16.14.2.1. Papakāinga development and the construction or alteration of a building for the purposes of papakāinga development are exempt from all rules in Chapter 17. However Special Area rules still apply e.g. slope instability, coastal environment, fault line. **Residential, Medium Density Residential, Rural 1, Rural 2, Rural 3, Rural Residential Zones – papakāinga development – Restricted Discretionary Activity Rule** The new Restricted Discretionary Activity rule 16.14.2.2 applies when a papakāinga development does not meet the conditions of the new permitted activity rule above. New matters of restricted discretion are proposed on commercial activity effects, site coverage, setbacks , services and infrastructure, transport and access and others. Where applications meet this rule they will be processed without public notification, and would only be limited notified to specified persons, including immediate neighbours where they are deemed to be affected parties. A new Discretionary Activity rule is proposed 16.14.2.3 for papakāinga development proposed in the Central Business,

	Commercial, Conservation, Industrial, Mixed Business, Open Space, Recreation, Rural Industrial or Tourist Services Zone.
Chapter 17 Zone Rules	**Residential Zone – Land Use General - Permitted activity** Amendment to exclude the keeping of cats in the identified area in residential zone part of Outline Spatial Plan Schedule 16.3D.10. Amendment to permitted activity conditions 17.1.2.1 (m) and (n) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays.
Subsection 17.1.2.3	This section is updated with the proposed deletion of rules 17.1.2.3 on Controlled activities (papakāinga development)
Subsection 17.1.3.1	**Permitted Activity Standard Density Development** Deletion of Richmond Intensive Development Area from conditions (p) and (z) on height of buildings and stormwater respectively
Subsection 17.1.3.3	**Controlled Activities Compact Density** Delete reference to building height minimum in the Māpua Special Development Area
Subsection 17.1.3.4B	**Restricted Discretionary Activities in Development Areas – Standard and Compact Density Development** Deletion of Richmond Intensive Development Area from the rule and condition (b) **Subsection 17.1.3.4C** **Restricted Discretionary Activities in Richmond Intensive Development Area – Intensive Development** Deletion of entire rule 17.1.3.4C conditions (a) to (k) and matters of discretion (1) and (2). **Subsection 17.1.3.4D** **Discretionary Activities in Richmond Intensive Development Area – Intensive Development** Deletion of entire rule 17.1.3.4D condition (a) and matters of discretion (1) to (3).
Subsection 17.1.20	Consequential amendments to 'principal reasons for rules' in 17.1.20, removing references to Richmond Intensive Development Area and papakāinga development.
New section 17.1A Medium density residential zone rules Land Use rules	**Medium Density Residential Zone Rules** Significant new section of rules for both land use and building construction or alteration on the proposed Medium Density Residential Zone
Subsection 17.1A.2	**Permitted Activities Land Use General in the Medium Density Residential Zone**

	New rule 17.1A.2.1 sets out the conditions (a) to (o) for permitted activities in this proposed new zone, covering the actual activities permitted, hours of operation for any non-residential activities, heavy vehicles stored or parked on site, air emissions, glare of exterior lighting or from building materials, kept animals, noise limits and stormwater. **Permitted Activities Land Use for Home Occupations in the Medium Density Residential Zone** New rule 17.1A.2.2 sets out the conditions (a) to (k) for permitted activities as home occupations, covering maximum gross floor area of buildings, the nature of the activities, hours of operation, visitor accommodation, the location on the site and a restriction on employment numbers. **Restricted Discretionary Activities Land Use for Home Occupations in the Medium Density Residential Zone** New rule 17.1A.2.4 sets out matters of discretion for a home occupation that does not comply with the permitted activity rule 17.1A.2.2. These include the extent to which the activity will result in the loss of residential activity on site, general adverse effects, visual and residential character effects, resulting traffic generation and pedestrian activity, employment needs. **Restricted Discretionary Activities Land Use for Community Activities in the Medium Density Residential Zone** New rule 17.1A.2.4 sets out matters of discretion for a home occupation that does not comply with the general permitted activity rule 17.1A.2.1 above. These cover loss of residential character, noise and visual effects, scale of any built development, traffic, parking and access adverse effects, duration of the consent and financial contributions, bonds and covenants. **Discretionary Activities Land Use General in the Medium Density Residential Zone** New rule 17.1A.2.6 on any land use proposed in the Medium Density Residential Zone that does not comply with the conditions of rules 17.1A.2.1 to 17.1A.2.5 above and new conditions (a) and (b) covering keeping of a rooster, pig or goat as well as intensive livestock farming, commercial boarding or breeding of animals. **Non-complying Activities Land Use General in the Medium Density Residential Zone** New rule clarifying that any land use that does not comply with the conditions of new rule 17.1A.2.6 is a non-complying activity.
New section 17.1A.3 Medium Density Residential Zone Rules Building Construction or alteration rules	Medium Density Residential Zone Rules continued Permitted Activities Building construction or alteration Standard Density development in the Medium Density Residential Zone New rule 17.1A.3.1 sets out the conditions (a) to (y) for permitted activities for standard density building construction or alteration in this new zone, covering:

	Permitted activity status for construction or alteration of buildings on vacant lots, subject to: • Maximum of two dwellings per site (either joined or with one as a minor dwelling). • Protection of integrity (from built development) of OSP design where one applies • Compliance with site coverage, building coverage, fencing, outdoor living space, and daylight admission standards. • Building envelope and height controls. • Setbacks from roads, boundaries, and waterbodies. • Stormwater and wastewater management. • Access and waste/recycling space requirements. Comprehensive Development (17.1A.3.2) • Comprehensive Development (17.1A.3.2) • Construction of two or more new dwellings on a site is a restricted discretionary activity, subject to: • Achievement of a pass score in the Medium Density Design Matrix (Schedule 17.1AA). • Minimum density requirements (20 dwellings/ha, or 30 dwellings/ha in the Richmond Intensive Development Precinct, or as specified in an Outline Spatial Plan). • Compliance with site coverage, building coverage, setbacks, outdoor living space, and other standards. • If Condition (a) (achievement of a pass score in the Medium Density Design Matrix) is not met, the activity escalates to discretionary status. • All other conditions, if not met, add specific matters of discretion but do not escalate the activity status. Matters of discretion include: • Urban design outcomes, amenity, privacy, sunlight, stormwater, servicing, and integration with Outline Spatial Plans. • Where there is non-compliance with any applicable OSP including Māpua OSP, specific spatial and density outlay matters guide design in those areas Discretionary Activity (17.1A.3.3) for comprehensive if Matrix score not achieved. New rule 17.1A.3.4 on the construction or alteration of a building that does not comply with permitted rule (17.1A.3.1), being a discretionary activity if the maximum number of new dwellings per site are two.

	Non-complying activity Standard Density (17.1A.3.5) in the Medium Density Residential Zone for more than two dwellings. Principal reasons for rules Significant new text is proposed on the principal reasons for the new rules of the Medium Density Residential Zone. Key points include that the construction of two dwellings per site is a permitted activity, subject to] limitations that are similar to those in the Residential Zone. However the redevelopment of the site for intensification for two or more dwellings is enabled with significantly fewer limitations and a guarantee of resource consent if the conditions are complied with and the minimum number of points in the Medium Density Housing Design Matrix are achieved (new Schedule 17.1AA). The development of more than two dwellings without a planned and land use led medium density proposal is not provided for and becomes a non-complying activity. The development of more than one dwelling is supported and enabled by rule (17.1A.3.2) which provides a decision-making framework. The rule contains a set of conditions that guide processing and decision making. Unlike elsewhere in the TRMP, the rule continues to apply even if the conditions are not complied with, but additional matters of discretion become applicable For sites of medium and intensive density development two-three storeys are encouraged with an intensive built form. As well as intensification of existing developed areas the new Medium Density Residential Zone is also used for large greenfield sites in appropriate locations, some of which have outline development plans. In contract to the smaller sites that may involve infill and redevelopment, these larger sites require integrated urban design which can optimise density and resident amenity.
Notification Provisions	Non-notification is provided for resource consent applications that comply with all conditions and achieve a pass score in the Design Matrix. Limited notification applies where key interface standards (boundary setbacks, building envelope) are not met and affected party approvals are not provided.
Medium Density Design Matrix (Schedule 17.1AA)	A new statutory Medium Density Design Matrix is introduced, providing a checklist of acceptable solutions for urban design, amenity, neighbourhood character, and onsite safety/functionality. Applicants must achieve a minimum score in each category for consent to be granted as a restricted discretionary activity.
Section 17.2 Central Business, Commercial and Tourist Services Zone	**Central Business and Commercial Zone – Land Use - Permitted activity** Amendment to permitted activity condition 17.2.2.1 (m) on noise generated by the activity, changing the days on which the daytime Leq noise limits have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays.

	Amendments to include reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity **Central Business, Commercial and Tourist Services Zone – Building Construction or Alteration – Permitted Activity** Amendment to Rule 17.2.4.1 to exclude commercial buildings in Mapua waterfront area from the scope of the rule. Amendment to permitted activity condition 17.2.4.1 (b) extending the height of buildings in Richmond and Motueka Commercial Zone to 13 metres rather than 10 metres. Add new rule 17.2.4.1C (Controlled Activity) to apply to new commercial buildings in Mapua waterfront area, with a focus on design outcomes. Amendments throughout rule to include reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity Consequential amendments to the 'principal reasons for rules' 17.2.20 concerning the change in building height, explaining that it is proposed to better provide for town centre living opportunities above ground floor in Richmond and Motueka. Also consequential amendments relating to commercial buildings at Mapua.
Section 17.3 Mixed Business Zone	**Mixed Business Zone – Landuse Permitted activities 17.3.2.1** Amendments to retail activity relating to retail floor area, outdoor floor area, retail product type, and service activities goods hire and service stations Amendments for all other activities relating to leasable floor area or maximum total gross floor area (whichever is lesser) Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity **Mixed Business Zone – Landuse Restricted Discretionary Activities 17.3.2.3** New activity conditions relating to retail activity, addressing floor area, type of goods, type of activity (hire, outdoor storage) New matters of discretion, relating to the type and scale of retail activity, effect on transport network, compatibility with surrounding area and the economic impact of it on other commercial centres **Mixed Business Zone – Landuse Discretionary Activity 17.3.2.4** Activity condition relating to retail activity floor area extent Amendment to matters for conditions on a consent relating to the scale, nature and type of retail activity and impacts on economic viability of commercial centres **Mixed Business Zone – Building Construction & Alternation 17.3.3 set**

	Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Delete reference to requirement for windows adjoining retail frontage (permitted activity condition and reference within consent condition matters) Minor amendment to fencing requirement to reference Lower Queen Street (throughout)
Section 17.4 Industrial Zone	**Industrial Zone – Land Use – Permitted Activity** Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Amendment to permitted activity condition 17.4.2.1 (l) on noise generated by the activity, changing the days on which the daytime Leq noise limits have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays New condition 17.4.2.1 (oa) on vehicle access to sites west of Main Road Hope, in the vicinity of legally defined sites to be rezoned as part of this plan change. New conditions also on vehicle access to the Network Tasman site at 24 Main Road, Hope.
Section 17.4 Industrial Zone	**Industrial Zone – Building Construction & Alternation – Permitted Activity** Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) New activity condition within 17.4.3.1 (v) and matter of control within 17.4.3.3 (29) relating to coastal inundation risk in the Mapua Light Industrial Zone. Consequential amendments to principle reasons for rules, updating references to residential zone proximity (to include medium density zone) and reference to coastal inundation risk at Māpua
Section 17.5 Rural 1 Zone	**Rural 1 Zone – Land Use – Permitted Activity** Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Amendment to permitted activity condition 17.5.2.1 (c) to (d) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays **Rural 1 Zone – Land Use – Controlled Activity** Deletion of the Controlled Activity status (linked to Schedule 17.5A) for land use for the Network Tasman Hope Depot in Main Road, Hope.

	Rural 1 Zone – Land Use – Restricted Discretionary Activity (Papakāinga development) Deletion of rule 17.5.2.7 on papakāinga development in the Rural 1 Zone. **Rural 1 Zone – Building Construction or alteration – Permitted Activity** Deletion of condition (f) on height of building under permitted activity rule 17.5.3.1 relating to the Hope Depot Network Tasman site. Deletion of condition (h) on setbacks of building under permitted activity rule 17.5.3.1 relating to the Hope Depot Network Tasman site. Deletion of condition (l) on building coverage under permitted activity rule 17.5.3.1 relating to the Hope Depot Network Tasman site. Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) **Rural 1 Zone – Building Construction or Alteration – Controlled activity** New conditions 17.5.3.2 (kb) (kc) and (kd) as well as amendment of existing condition (k), so that as a controlled activity, the minimum size of the site of the workers' accommodation is smaller, at 5,000 sq m rather than the existing 12 hectares; new conditions are proposed on the potable water supply for workers' accommodation; a condition that as a controlled activity the maximum occupancy of all the workers' accommodation buildings do not exceed 35 people; and a condition that operative setback rules are complied with for workers' accommodation. New matters of control is proposed under rule 17.5.3.2 for controlled activity building construction or alteration in Rural 1 Zone, such that workers' accommodation buildings will not be a consideration to support any future subdivision, and the requirement for an active transportation plan for workers' travel between the accommodation and town centres. Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) **Rural 1 Zone – Building Construction or Alteration – Restricted Discretionary Activity and Discretionary Activity** New matters of discretion 17.5.3.3 (6) to (10) proposed on workers' accommodation covering consideration of the effects of: vehicle access; car parking and traffic generation; noise; workers' accommodation buildings not being a consideration to support any future subdivision, and for an active transport plan for safe travel between accommodation and town centres.

	Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Consequential amendments to 'principal reasons for rules' 17.5.20. Deletion of Schedule 17.5A 'Activities on Network Tasman Ltd Site at Main Road Hope'.
Section 17.6 Rural 2 Zone	**Rural 2 Zone – Land Use – Permitted Activity** Amendment to permitted activity condition 17.6.2.1 (c) to (d) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) **Rural 2 Zone – Land Use – Restricted Discretionary Activity (papakāinga development)** Deletion of rule 17.6.2.7 on papapkāinga as a restricted discretionary activity in the Rural 2 Zone. **Rural 2 Zone – Building construction and alteration – Controlled Activity** New condition 17.6.3.2 (db) concerning the potable water supply for workers' accommodation. New condition 17.6.3.2 (dc) requiring the maximum occupancy of all the workers' accommodation buildings not to exceed 35 people. New matters of control 17.6.3.2 (10) for controlled activity building construction or alteration in Rural 2 Zone, such that workers' accommodation buildings will not be a consideration to support any future subdivision, and for an active transport plan for safe travel between accommodation and town centres. Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) **Rural 2 Zone – Building construction and alteration –Restricted Discretionary activity** New matters of discretion 17.6.3.4 (5) to (9) proposed on workers' accommodation covering consideration of the effects of: vehicle access; car parking and traffic generation; noise; workers' accommodation buildings, an active transportation plan for workers' access to town centres, and the workers' accommodation not being a consideration to support any future subdivision. Consequential amendments to 'principal reasons for rules' 17.6.20.
Section 17.7 Rural 3 Zone	**Rural 3 Zone – Land Use – Permitted Activity**

	Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Amendment to permitted activity condition 17.7.2.1 (d) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays **Rural 3 Zone – Land Use –Restricted Discretionary Activity – papakāinga development** Deletion of rule 17.7.2.4 on papakāinga development being a restricted discretionary activity in Rural 3 Zone. **Rural 3 Zone – Building construction or alteration – Controlled Activity** New condition 17.7.3.2 (ha) concerning the potable water supply for workers' accommodation. New condition 17.7.3.2 (hb) requiring the maximum occupancy of all the workers' accommodation buildings not to exceed 35 people. New matter of control 17.7.3.2 (11) for controlled activity building construction or alteration in Rural 3 Zone, such that workers' accommodation buildings will not be a consideration to support any future subdivision, and for an active transport plan for safe travel between accommodation and town centres. **Rural 3 Zone – Building construction and alteration –Restricted Discretionary activity** New matters of discretion 17.7.3.3 (4a) to (4b) proposed on workers' accommodation covering consideration of the effects of: car parking and traffic generation, and for an active transport plan for safe travel between accommodation and town centres New matters of discretion 17.7.3.3 (22) on noise and (23) on workers' accommodation buildings not being a consideration to support any future subdivision and for an active transport plan for safe travel between accommodation and town centres. Consequential amendments to 'principal reasons for rules' 17.7.20.
Section 17.8 Rural Residential Zone	**Rural Residential Zone – Land Use – Permitted Activity** Amendment to permitted activity condition 17.8.2.1 (k) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays. Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) **Rural Residential Zone – Land Use – Restricted Discretionary Activity (papakāinga development)** Deletion of rule 17.8.2.4 on papakāinga development.

	Consequential amendments to 'principal reasons for rules' 17.8.20. **Rural Residential Zone – Building Construction & Alternation – Permitted Activity** Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Amendment to 17.8.3.1 (g) (vii) to reference additional sites affected by electricity transmission lines **Rural Residential Zone – Building Construction & Alternation – Controlled** Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) Amendment to matters of control (5) to reference additional sites affected by electricity transmission lines Consequential amendments to principal reasons for rules, relating to deletion of Papakainga rules, references to Medium Density Zone, additional sites affected by electricity lines.
Section 17.9 Open Space Zone	**Open Space Zone - Land Use – Permitted Activity** Amendment to permitted activity condition 17.9.2.1 (b) and (c) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set)
17.10 Recreation Zone	**Recreation Zone – Land Use -Permitted Activity** Amendment to permitted activity condition 17.10.2.1 (b) and (c) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set)
17.11 Conservation Zone	**Conservation Zone - Land Use -Permitted Activity** Amendment to permitted activity condition 17.11.2.1 (c) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set)

17.12 Rural industrial Zone	**Rural Industrial Zone - Land Use -Permitted Activity** Amendment to permitted activity condition 17.12.2.1 (j) and (k) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays
17.13 Papakāinga Zone	**Papakāinga Zone - Land Use -Permitted Activity** Amendment to scope of section clarifying that papakāinga development in zones other than the papakāinga zone is dealt with in chapter 16.14A. This section provides rules for papakāinga development in the papakāinga zone. **Papakāinga Zone – Land Use – Permitted Activity** Amendment to permitted activity condition 17.13.2.1 (a) setting out the activities that do not constitute a permitted activity in the papakāinga zone rather than the activities which are a permitted activity. Amendment to permitted activity condition 17.13.2.1 (b) on noise generated by the activity, changing the days on which the daytime Leq noise limits of 55 dBA have to be complied with from Monday to Friday, to Monday to Sunday and including (rather than excluding) public holidays Amendment to permitted activity condition 17.13.2.1 (c) to building setbacks and the insertion of figure 17.13A, so that required setbacks are less where the papakāinga adjoins the Residential Zone. Amendment to condition 17.13.2.1 (g) increasing the maximum building coverage requirements from 33% to 50%. Deletion of conditions 17.13.2.1 (h) and (i) on outdoor living space and site development plan. New conditions 17.13.2.1 (k) and (l) on maximum floorspace percentages of commercial activities in a papakāinga development, not exceeding the lesser of 20% or the area of 500 sq m. and wastewater disposal. Four new papakāinga sites are proposed to be zoned as part of PC81. Amendments to add reference to Medium Density Zone where Residential Zone is referenced regarding protection of residential amenity (throughout rule set) **Papakāinga Zone – Land Use – Restricted Discretionary Activity** PC81 proposes changing Resource Consent status for the Papakāinga Zone so that if a permitted standard is not met, a Restricted Discretionary pathway is provided which will be processed without public notification, and would only be limited notified to specified persons, including immediate neighbours where they are deemed to be affected parties. The consent application is focussed on matters of discretion. Some new standards are also introduced that did not previously exist on

	wastewater, potable water and firefighting water. Otherwise the standards are based on existing ones.
17.14 Deferred Zone Rules	Amended Schedule 17.14A Deferred Zone Locations – inserting sites proposed for rezoning as part of PC81 that are deferred for infrastructure or servicing.
Chapter 18.11 Coastal Environment Area	Amendment to 18.11.3.1 (f) relating to height, deletion of reference to the Mapua Special Development Area
Chapter 19 Information required for land use or subdivision consent - applications	Insertion of a new information requirement 19.2.1.9A requiring a completed assessment of the development against the Medium Density Housing Design Matrix in Schedule 17.1AA. New information requirement 19.2.1.9B for retail activity in the Mixed Business Zone, relating to retail activity impact on town centre functionality and commercial viability of town centres New information requirement 19.2.1.16B relating to workers' accommodation and the need for a safe active transport plan Minor amendment to 19.2.2.7 (iii) relating to dam break hazard at Pitfure Stream Insertion of new information requirement 19.2.2.7A for any standard density development in the Medium Density Residential Zone, comprising reasons why an intensive development is not appropriate or achievable for the site, assessments related to maximum possible density and market demand for the size of lots or houses proposed.
Volume 1 - Part II Appendix 2 Urban Design Guide which applies to Development Areas in Tasman.	Additional text in the introduction, explaining that the Medium Density Residential Zone identifies the priority areas for intensification of existing urban spaces to provide more homes and a greater variety of homes, and deleted references to the Richmond Intensive Development Area. Amendments to section 3 of the Urban Design Guide, explaining the relationship of the Guide to the Medium Density Residential Zone in the TRMP. Deleted references to RIDA Amendments to section 4A on allotment layout, clarifying that in the Medium Density Residential Zone, developments should be land use led and the allotment layout will follow the design of buildings. Amendments to section 4B on dwelling size encouraging universal design principles in the initial design of dwellings in the Medium Density Residential Zone. Amendments to sections 4C (street network), 4E (on site amenity), 4F (frontages) and 4G (public open space) introducing the Medium Density Residential Zone.
Chapter 31 Rules for Water Take, Diversion, Use or Damming	Amendment to 31.1.5.1 - Permitted Activities (Damming and Diversion of Flood Waters) to remove references to the Richmond Intensive Development area
Volume 1 - Part V1 Discharges	Proposed deletion of references to and Permitted Activity rule for Richmond Intensive Development Area on discharge or diversion of stormwater or drainage water.

Chapter 36 Rules for Contaminant Discharges	Amendment to 36.1.4.2 (l) discharge of domestic wastewater in the Wastewater Management Area relating to management in the WMA that applies in the Rural 3 Zone and site-specific management in the Little Ōnahau Rural Residential Zone and adjoining light Industrial Zone. Amendment to 36.4.2.1 (2) to add reference to Medium Density Zone and additional condition relating to a discharge from a void space Deletion of entire rule 36.4.2.1A relating to discharges within the Richmond Intensive Development Area
Volume 2 Planning Maps - Zone Maps	The table below lists all the proposed rezonings as part of PC81.
Volume 2: Planning Maps - Area Maps	Relevant Area Maps will be updated to show new or amended indicative features, including the deletion of indicative features where Outline Spatial Plans are now included in Schedule 16.3D and take precedence.
Volume 2: Planning Maps - Discharge Maps	Show changes to Fire Ban Areas
Volume 2: Planning Maps – Special Maps	Delete Richmond Intensive Development Area, and stormwater flow paths.

Background Site Assessment Report

Proposed Plan Change 81 to the Tasman Resource Management Plan

September 2025

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1. Introduction

Background

Plan Change 81 (PC81) to the Tasman Resource Management Plan proposes the rezoning of over 60 sites across Tasman District. Collectively, these sites have an estimated potential yield of approximately 3,047 dwellings over the next ten years. This number excludes papakāinga development on Māori land, for which the yield is currently unknown. The proposed rezoning also provides for approximately 275 business lots, typically ranging from 1,000 to 2,000 m² in size, although the ultimate yield will depend on the space requirements of individual businesses.

Most of the sites proposed for rezoning through PC81 are identified in the Nelson Tasman FDS 2022–2052 (FDS) and the Māpua Masterplan**,** with the exception of seven sites:

- Richmond: T-223, T-232
- Golden Bay: T-227, T-228, T-229, T-230
- Redwood Valley: T-226

In some cases, the boundaries or zoning of FDS or Masterplan sites have been refined following more detailed evaluation for PC81.

Preparation of the FDS during 2021/2022 included consideration of at least seven different spatial growth scenarios. Over 220 individual sites in Nelson and Tasman were assessed for future housing and business locations. Just over 90 of the higher-ranking sites were included in the final FDS to ensure there is adequate capacity to meet the expected growth demands. The different spatial scenarios informed the eleven objectives of the adopted FDS, with the adopted scenario being largely consolidation of growth along State Highway 6, while also providing for growth in Motueka and Māpua and Tasman's rural towns. Each potential site was assessed against more than 20 different criteria, by a team of subject matter experts (SME).

In most towns, a range of sites were considered for future development. Where the boundary or use of a site has changed from that identified in the FDS, it has been reassessed against the same multi criteria as those used in the FDS. Similarly, where a site is proposed in PC81 that did not form part of the FDS, an assessment against the multi criteria of the FDS was undertaken, to see how the site performed relative to other FDS sites, to ensure consistency.

This Appendix to the Section 32 Evaluation Report contains the options assessment for the proposed zoning of each location. The options are:

Option 1: Retain the status quo and retain the existing zoning.

Option 2: Rezoning land from its existing zone to a more appropriate zone.

Option 3: Downzoning land from an existing deferred zone that is considered inappropriate for urban use to its underlying (pre-deferral) zoning.

Option 4: Applying or amending spatial layers (other than zones) to sites.

Outline Spatial Plans (OSPs)

OSPs are a key tool for implementing future subdivisions and development of greenfield land identified in PC81. They are a strategic planning tool used to guide and manage the sustainable development of designated growth areas or larger individual sites. They provide a structured framework that coordinates land use, infrastructure provision, and environmental management. They will ensure that development aligns with the objectives of the Resource Management Act, national direction, and the district's long-term planning goals. OSPs are tailored to each site and identify the context and development considerations that must be addressed in any resource consent application.

Functionally, Outline Spatial Plans serve as a blueprint for future development and are implemented primarily through the subdivision rule set in Section 16.3.3A of the Tasman Resource Management Plan (TRMP), supported by land use rules in Chapter 17. They establish the spatial structure for development, including road networks, open space linkages, and land use patterns, helping to ensure that new growth integrates well with existing communities and infrastructure. By doing so, OSPs promote coherent, connected, and resilient urban and rural environments.

Table 1 provides a summary of the subject matter experts involved in the recent PC81 assessments.

***Table 1**: Subject matter experts involved in providing technical advice for PC81*

Topic	Advice provided by	Information relied on
Natural Hazards Sea level rise, Flooding, Stormwater, Coastal inundation, fault hazard, liquefaction, geological	Alastair Clement (Team Leader Natural Hazards & Geomorphology) Glenn Stevens (Senior Resource Scientist) Diana Worthy (Team Leader Natural Resources)	The flood hazard technical comments draw on a range of information held by Council, primarily historic records of past flood events, the LiDAR derived Digital Elevation Model (DEM), hydrodynamic flood models (where available) and natural hazard staff experience and professional judgement. The proposed sites were assessed against a 1% AEP design flood event. For the effects of a future climate, a 100 year planning horizon was considered (although not all models extend out to 100 years and an allowance was made for this). At some locations model runs are available of flood events that are smaller and/or larger than the 1% AEP design event. Where the comments have been informed by flood models, the most up to date modelling information has been used, namely:

		• Richmond sites – 2021 Richmond stormwater/flood model - Baseline, 1% AEP 1 and 6 hour duration rainfalls, present day climate - 2021 LTP, 1% AEP 1 and 6 hour duration rainfalls, RCP8.5 to year 2100 climate (assumes key projects of the 2021 LTP have been completed). - Future option 1, 1% AEP 1 and 6 hour duration rainfalls, RCP8.5 to year 2100 climate (assumes a hypothetical level of future development) • Brightwater Wakefield sites – 2024 Brightwater Wakefield flood model - 1% AEP 6 and 48 hour duration rainfall, present day climate - 1% AEP 6 and 48 hour duration rainfall, RCP8.5 to year 2090 climate • Motueka sites – 2020 Motueka Riuwaka flood model - 1% AEP 12 and 48 hour duration rainfall, present day climate – stormwater only (i.e. no stopbank failure) - 1% AEP 48 hour duration rainfall, present day climate - with stopbank breaches (6 separate breaches) • Tākaka sites – 2023 Tākaka flood model - 1% AEP, 24 hour duration rainfall, present day climate - 1% AEP, 24 hour duration rainfall, RCP8.5 to year 2100 climate - 0.5% AEP, 24 hour duration rainfall, present day climate - 0.5% AEP, 24 hour duration rainfall, RCP8.5 to year 2100 climate. • Māpua Sites – Assessment based of Coastal Inundation assessment; Combination of predominately: - SSP5-8.5 climate change scenario – both the M (medium, 50th percentile or p50) and the upper-bound H+ (83rd percentile or p83). - ‘Bathtub’ modelling to visualise the areas susceptible to coastal inundation from sea-level

		rise and coastal storms under the SSP5-8.5 climate change scenario. - Vertical Land Movement.
Natural Environment Freshwater, terrestrial, wetlands, groundwater	Trevor James (Principal Scientist Freshwater and Estuarine Ecology) Matt Moss (Ecologist) Joseph Thomas (Principal Scientist Water and Special Projects) Lisa McGlinchey (Principal Planner Environmental Policy)	Wetlands – based on a desktop review of aerial photography and ground truthing in advance of detailed mapping required by national policy. Site visits where applicable for Māpua sites. Natural Unconfined aquifers (note limited geographic scope to around existing urban areas). Significant Natural Areas identified within the existing TRMP. Landcover (Manaaki Whenua/ Landcare Research National database). Included as a consistent proxy for potentially significant natural areas or areas with indigenous biodiversity across both council areas.
Water and Wastewater	Kim Arnold (Senior infrastructure planning advisor) Carl Botha (Team Leader Water Supply) Pauline Webby (Senior Water and Wastewater Planning Advisor) Ian McComb (Senior Infrastructure Planning Advisor – Stormwater, Rivers & Coast)	2024-2054 Activity Management Plans Capital Budget for infrastructure 2024 LTP 2024-2054 Infrastructure Strategy Refer to the PC81 Section 32 Evaluation Report Appendix 3 – Three Waters and Transport Infrastructure Report Refer to PC81 Section 32 Evaluation Report Appendix 6 - Onsite Wastewater Assessments – Rounce Project Solutions Ltd

	Mike Schruer (Waters and Wastes Manager) Michael Goldingham (Team Leader – Infrastructure Planning) Mark Rounce (Wastewater Designer – Rounce Project Solutions Ltd)	
Reserves and Community Facilities Reserves, other green infrastructure, community facilities	Richard Hilton (Team Leader Reserves Operations) Ros Squire (Contract Reserves Planner) Thrive Spaces and Places (Consultancy)	Existing Council reserves and facilities. Planned reserves and facilities. Refer to the PC81 Section 32 Evaluation Report Appendix 10 – Medium Density Reserves and Open Space Assessment, Thrive Places and Spaces
Reverse Sensitivities/ Market Attractiveness	Annie Reed (Team Leader Subdivision Consents) Jeremy Butler (Team Leader Urban and Rural Policy)	Desk top analysis and market knowledge TRMP (zones)
Air Quality and Wildfire Risk	Leif Piggott (Principal Advisor – Environmental Assurance) Diana Worthy (Team Leader Natural Resources)	TRMP Resource Management (National Environmental Standards for Air Quality) Regulations 2004 Airshed monitoring Aerial photography and consideration of adjoining land uses Advice from FENZ

Productive Land	Mirka Langford (Environmental Manager – Land and Water) Ardi Ash (Senior Resource Scientist – Land and Soil) Mya Bengosi (Policy Planner – Urban and Rural Development)	TDC Productive Land Class database 1994/2021 National Policy Statement for Highly Productive Land (NPS HPL) 2022 (amended August 2024) Consideration that the government has signalled that the NPS HPL will be amended in 2025 to remove LUC 3 land from the HPL definition
Transport Private, public, active	Bill Rice (Senior Infrastructure Planning Advisor – Transportation) Jamie McPherson (Transportation Manager) Rhys Palmer (Consultant Transport Planner)	2024-2054 Activity Management Plans Capital Budget for infrastructure 2024 LTP 2024-2054 Infrastructure Strategy Regional Land Transport Plan 2024-2034 Regional Public Transport Plan 2024-2034 Existing bus route and bus stops. Planned bus routes and stops. Cycle network MRCagney transport accessibility model for FDS Refer to the PC81 Section 32 Evaluation Report Appendix 3 – Three Waters and Transport Infrastructure Report Refer to the PC81 Section 32 Evaluation Report Appendix 5 – Transport Advice Memorandum
Biodiversity Ecology all forms biodiversity	Matt Moss (Ecologist) Pauline Webby (Senior Water and Wastewater Planning Advisor)	See natural environment above
Cultural Heritage	Anna McKenzie (Principal Planner – Policy)	Historic Heritage Items identified within the existing TRMP.

Sites and areas of significance to Māori	and ngā iwi advice at hui	Cultural Heritage Sites identified within the existing TRMP and Heritage Assessment of Archaeological Precincts (2007) by Karen Grieg that informed the TRMP. NZAA site (Arch site) Hui with ngā iwi of Te Tauihu and subsequent feedback.
Landscape Values Outstanding natural landscape, outstanding natural feature	Anna McKenzie (Principal Planner – Policy)	TRMP coastal environment mapping. Draft Plan Change 83 to the TRMP - Coastal Environment data. Draft Plan Change 82 to the TRMP - Outstanding Natural Features and Landscapes.
Contaminated Land	Anna MacKenzie (Resource Scientist – Contaminants Environmental Science) Anna McKenzie (Principal Planner – Policy)	TRMP HAIL data Specialist reports as relevant to specific sites.

Report Structure

The report is structured by settlement. It includes a district-wide summary table (Table 2) that lists each site and its proposed zoning change. It provides detailed information for each area, outlining the planning background, strategic context, servicing and infrastructure requirements, natural hazard constraints, ngā iwi interests, community facilities, productive land status, and ecological values. Each site is accompanied by an options assessment, weighing the benefits and drawbacks of retaining the current zoning and recommending a proposed option.

Table 2 summarises each site and details the proposed changes to each site.

Table 2: *PC81 sites and proposed zone changes*

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
Richmond	T-112a	Salisbury Road, Richmond	Delete Tourist Services Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan.
Richmond	T-112b	Salisbury Road, Richmond	Delete Residential Zone. Add Medium Density Residential Zone.
Richmond	T-112c	Salisbury Road, Richmond	Delete Tourist Services Zone. Add Open Space Zone.
Richmond	T-114a	Eyles Road, Richmond	Delete Rural 2 Zone. Add Rural Residential Zone.
Richmond	T-114b	Eyles Road, Richmond	Delete Rural 2 deferred Rural Residential Serviced Zone. Add Rural Residential Zone.
Richmond	T-114c	Eyles Road, Richmond	Delete Rural 2 deferred Rural Residential Serviced Zone. Add Rural Residential Serviced Zone.
Richmond	T-115a	Berryfields (Lower Queen Street), Richmond	Delete Mixed Business Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan.
Richmond	T-115b	Berryfields (Lower Queen Street), Richmond	Delete Mixed Business Zone. Add Commercial Zone. Add Outline Spatial Plan.
Richmond	T-115c	Berryfields (Lower Queen Street), Richmond	Delete Mixed Business Zone. Add Open Space Zone.
Richmond	T-117	Gladstone Road, Richmond	Delete Residential Zone. Add Mixed Business Zone.
Richmond	T-122a	Main Road Hope, Richmond	Delete Rural 1 Zone. Add Rural 1 deferred Mixed Business Zone.
Richmond	T-178a	Gladstone Road, Richmond	Delete Residential Zone. Add Medium Density Residential Zone. Add

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
			Richmond Intensive Development Precinct.
Richmond	T-223a	Champion Road, Richmond	Delete Rural Residential Serviced Zone. Add Rural 2 Zone.
Richmond	T-223b	Champion Road, Richmond	Delete Rural Residential Serviced Zone. Add Residential Zone.
Richmond	T-22a	Richmond Central	Delete Residential Zone. Add Medium Density Residential Zone. Add Richmond Intensive Development Precinct. Add Outline Spatial Plan for 120 Wensley Road.
Richmond	T-22b	Richmond Central	Delete Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan for 330 Hill Street.
Richmond	T-22c	Richmond Central	Delete Central Business Zone. Add Medium Density Residential Zone. Add Richmond Intensive Development Precinct.
Richmond	T-22d	Richmond Central	Delete Central Business Zone. Add Open Space Zone.
Richmond	T-232a	Appleby Highway, Richmond	Delete Light Industrial Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan
Richmond	T-232b	Appleby Highway, Richmond	Delete Rural 1 deferred Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan.
Richmond	T-233	Richmond Central	Delete Commercial Zone. Add Central Business Zone.
Richmond	T-35a	Main Road Hope, Richmond	Delete Rural 1 Zone. Add Rural 1 deferred Light Industrial Zone.

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
Brightwater	T-002	Lord Rutherford Rd N, Brightwater	Delete Residential Zone. Add Medium Density Residential Zone.
Brightwater	T-103	Lord Rutherford Rd N – Ellis St, Brightwater	Delete Residential Zone. Add Medium Density Residential Zone.
Brightwater	T-104a	Katania Heights, Brightwater	Keep current Residential Zone. Add Brightwater Development Area.
Brightwater	T-104b	Katania Heights, Brightwater	Delete Rural 1 Zone. Add Residential Zone. Add Brightwater Development Area.
Brightwater	T-106	Ellis Street, Brightwater	Delete Light Industrial Zone. Add Commercial Zone.
Brightwater	T-171	SH6, Brightwater	Delete Tourist Services Zone. Add Light Industrial Zone.
Brightwater	T-171a	SH6, Brightwater	Delete Rural Industrial Zone. Add Light Industrial Zone.
Brightwater	T-198a	Higgins Road, Brightwater	Delete Rural 1 Zone. Add Rural Residential Zone.
Wakefield	T-108	Bird Lane, Wakefield	Delete Rural 1 Zone. Add Rural 1 Deferred Light Industrial Zone.
Wakefield	T-29a	Wakefield Central	Delete Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan for part area.
Wakefield	T-29c	Wakefield Central	Delete Light Industrial Zone. Add Medium Density Residential Zone.
Wakefield	T-30	Wakefield Central	Delete Residential Zone. Add Medium Density Residential Zone.
Wakefield	T-194a	Whitby Road / Higgins Road, Wakefield	Delete Rural 1 Zone. Add Rural 1 deferred Medium Density Residential Zone. Add Outline Spatial Plan.
Wakefield	T-194b	Whitby Road / Higgins Road, Wakefield	Delete Rural 2 Zone. Add Rural 2 deferred Residential

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
			Zone and Wakefield Development Area. Add Outline Spatial Plan.
Wakefield	T-194c	Whitby Road / Higgins Road, Wakefield	Delete Rural 2 Zone. Add Rural 2 deferred Medium Density Residential Zone. Add Outline Spatial Plan.
Moutere	T-226	Stringer Road, Redwood Valley	Delete Rural 3 Zone. Add Papakāinga Zone.
Motueka Valley	T-17a	College Street / Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka Valley	T-17b	College Street	Delete Rural 1 Zone. Add Papakāinga Zone.
Motueka Valley	T-17c	Hursthouse Street	Delete Rural 1 Zone. Add Rural Residential Zone.
Motueka Valley	T-17d	Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka Valley	T-213	Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka Valley	T-205	Motueka Valley Highway	Delete Rural 2 Zone. Add Rural Residential Zone.
Motueka	T-189a	Pā Street / Atkins Street, Motueka	Delete Residential Zone. Add Papakāinga Zone.
Motueka	T-190a	High Street	Delete Tourist Services Zone. Add Tourist Services deferred Medium Density Residential Zone. Add Outline Spatial Plan
Motueka	T-190b	High Street	Delete Rural 1 deferred Residential Zone. Add Rural 1 deferred Medium Density Residential Zone. Add Outline Spatial Plan
Motueka	T-190c	Whakarewa Street / High Street	Delete Residential Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan
Motueka	T-190d	High Street	Delete Residential Zone. Add Residential deferred Medium Density Residential Zone. Add Outline Spatial Plan

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
Tākaka	T-138a	Rototai Road, Tākaka	Delete Rural 1 Zone. Add Medium Density Residential Zone. Add Outline Spatial Plan
Tākaka	T-140a	Tākaka–Collingwood Highway	Delete Rural 2 Zone. Add Rural Residential Zone. Add Wastewater Management Area.
Tākaka	T-144	Park Avenue, Tākaka	Delete Rural 1 Zone. Add Rural 1 deferred Residential Zone.
Tākaka	T-182a	Tākaka–Collingwood Highway	Delete Rural 2 Zone. Add Light Industrial Zone. Add Wastewater Management Area.
Tākaka	T-227	Pōhara Valley Road, Onetahua Marae, Pōhara	Delete Residential Zone. Add Papakāinga Zone.
Tākaka	T-228	Motupipi Street, Tākaka	Delete Rural 1 Zone. Add Light Industrial Zone.
Tākaka	T-229	Motupipi Street, Tākaka	Delete Residential Zone. Add Light Industrial Zone.
Tākaka	T-230	Motupipi Street, Tākaka	Delete Rural 1 Zone. Add Light Industrial Zone.
Murchison	T-234	Fairfax Street, Murchison	Delete Rural 2 Zone. Add Light Industrial Zone.
Murchison	T-150	Fairfax and Waller Street, State Highway 6, Murchison	Delete Residential Zone. Add Commercial Zone.
Tapawera	T-217	Main Road Tapawera	Delete Light Industrial Zone. Add Residential Zone.
St Arnaud	T-181a	Korere–Tophouse Road	Delete Rural 2 Zone. Add Rural Residential Zone.
St Arnaud	T-219a	Korere–Tophouse Road	Delete Rural 2 Zone. Add Rural Residential Zone.
Māpua	T-235a	6,8,10 and 12 Tahi Street	Delete Residential Zone. Add Recreation Zone. Add Outline Spatial Plan
Māpua	T-235b	14 and 16 Tahi Street	Delete Residential Coastal Zone. Add Recreation Zone. Add Outline Spatial Plan
Māpua	T-236	23 and 25 Aranui Road	Delete Residential Zone. Add Commercial Zone.

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
			Add Outline Spatial Plan
Māpua	T-237a	Part 120 Higgs Road	Delete Rural 1 deferred Residential. Add Medium Density Residential. Add Outline Spatial Plan
Māpua	T-237b	29 Jessie Street	Delete Residential and Part Rural 1 deferred Residential. Add Medium Density Residential. Add Outline Spatial Plan
Māpua	T-237c	148 Higgs Road	Delete Rural 2. Add Residential. Add Outline Spatial Plan
Māpua	T-237d	140 Higgs Road 142 Higgs Road 144A Higgs Road 144 Higgs Road 146 Higgs Road	Delete Rural 1 deferred Residential. Add Residential. Add Outline Spatial Plan
Māpua	T-237e	120 Higgs Road	Delete Rural 1. Add Open Space. Add Outline Spatial Plan
Māpua	T-237f	120 Higgs Road	Delete Residential. Add Open Space. Add Outline Spatial Plan
Māpua	T-237g	86 Higgs Road	Delete Rural 1 deferred Residential. Add Rural 1 deferred Medium Density Residential. Add Outline Spatial Plan
Māpua	T-238a	35 Higgs Road	Delete Residential. Add Medium Density Residential. Add Outline Spatial Plan
Māpua	T-238b	33 Higgs Road	Delete Residential. Add Medium Density Residential.
Māpua	T-238c	35 Higgs Road	Delete Rural 1 deferred Residential. Add Rural 1.

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
Māpua	T-239	Part 120 Higgs Road	Delete Rural 1 deferred Residential. Add Commercial.
Māpua	T-240	109 and 119 Aranui Road	Delete Rural Residential deferred Residential. Add Medium Density Residential.
Māpua	T-241	0 Seaton Valley Road	Delete Rural 1 deferred Residential. Add Open Space. Add Outline Spatial Plan
Māpua	T-242	150 Māpua Drive	Delete Rural 1 deferred Residential. Add Commercial. Add Outline Spatial Plan
Māpua	T-243	107a/b Aranui Road	Delete Rural Residential deferred Residential. Add Rural Residential (Serviced). Add Outline Spatial Plan
Māpua	T-244	18 and 34 Stafford Drive	Delete Rural 1 deferred Light Industrial. Add Light Industrial. Add Outline Spatial Plan
Māpua	T-245	29 and 53 Seaton Valley Road	Delete Rural 1 deferred Residential. Add Residential. Add Outline Spatial Plan
Māpua	T-246a	Higgs Road	Delete Residential. Add Residential deferred Medium Density Residential.
Māpua	T-246b	Higgs Road	Delete Residential. Add Medium Density Residential.
Māpua	T-247	57, 59 and 69 Stafford Drive	Delete Rural 1 deferred Rural Residential. Add Rural Residential (serviced).
Māpua	T-248	5 Seaton Valley Road	Delete Rural 1 deferred Residential. Add Commercial.
Māpua	T-249	Part 55 Higgs Road	Delete Rural 1 deferred Residential. Add Rural 1. Add Outline Spatial Plan

Town / Area	Site Location Number on planning maps	Locality	Summary of Change
Māpua	T-250	59 Seaton Valley Road	Delete Rural 1 deferred Residential. Add Rural 1 deferred Medium Density Residential. Add Outline Spatial Plan
Māpua	T-11a	120, 122, 132, 140, 154, 156, 164 and Seaton Valley Road	Delete Rural Residential. Add Rural Residential deferred Residential. Add Outline Spatial Plan
Māpua	T-11b	Part 49 Stafford Drive	Delete Rural 1. Add Rural 1 deferred Medium Density Residential. Add Outline Spatial Plan
Māpua	T-42a	Part 49 Stafford Drive	Delete Rural 1 deferred Rural Residential. Add Rural 1 deferred Residential. Add Outline Spatial Plan
Māpua	T-42b	Part 49 Stafford Drive	Delete Rural 1 deferred Rural Residential. Add Rural 1. Add Outline Spatial Plan
Māpua	T-33	69, 71, 75, 97, 107, 109, 113, 125, 129, 131 Seaton Valley Road	Delete Rural Residential. Add Rural Residential deferred Medium Density Residential. Add Outline Spatial Plan

2. Richmond

This section evaluates the proposed rezoning of 20 sites in Richmond to facilitate urban development, with a primary focus on addressing housing demand. Of these sites, 18 form part of the adopted FDS.

Context to residential and business land demand in Richmond

Richmond is Tasman's largest and fastest growing town. Demand for new dwellings totals 1,380 over the next ten years (400 of which are attached dwellings) and a further 2,480 between 2035-2054 (720 of which are attached dwellings).

With respect to the National Policy Statement for Urban Development (NPSUD), Richmond is able to provide sufficient housing land capacity to meet demand over all time periods. It is also providing for some of the shortfalls of expected housing demand in other towns. This includes Māpua, Wakefield and Brightwater over the next 10 years and for the next 30 years for Motueka.

Tasman's urban environment under the NPS UD comprises the towns of Richmond, Brightwater, Wakefield, Motueka and Māpua. These towns along with Nelson, comprises the Nelson Tasman urban environment in the FDS.

Over the next 30 years, 63% of Tasman District's new dwellings are needed in the urban environment. This demonstrates the role these towns are playing in providing locations to live within commutable distance to the major employment areas of Richmond and Nelson.

All of Tasman's urban environment towns, except for Richmond, are unable to meet dwelling demand at some point over the next ten years. This is due to constraints around natural hazards, highly productive land, insufficient infrastructure in time, or delays in providing sufficient zoned land. Over the next ten years Richmond will be relied on to provide additional capacity to help meet the in other towns. However, a deficit of 360 dwellings remains for the whole urban environment over this time period.

By 2035, some of these constraints are planned to ease with the provision of additional infrastructure. Further capacity can be realised in Brightwater and Wakefield once the Waimea Plains Water and Wastewater Plan is complete.

Council has to meet legal obligations under the NPS UD on providing sufficient capacity for housing and business land to meet demand. However, Council is unable to fully meet those obligations over the next ten years for housing land in the urban environment. Council wrote to the Minister for Housing and RMA reform in August 2024 once the HBA was adopted, informing him of the shortfall. Minister Bishop responded in August 2024 to the insufficiency of housing land over the next ten years and considers the actions proposed are critical to address the shortfall. These actions include PC81 which helps to implement the FDS by

providing zoned land in nine towns. The Minister also supported the approach of PC81 being to enable greater urban intensification and a wider range of housing typologies in areas close to centres, as well as enabling greenfield growth.

This context reinforces the role that Richmond is playing for the wider region underlining the urgent need for intensification and managed urban expansion to meet the demands of a growing population.

The proposed changes for Richmond include a substantial allocation of land for a Medium Density Residential Zone (MDRZ) to enable intensification and support the efficient use of land and infrastructure. This gives effect to existing national and regional policy statement objectives (proposed concurrently with PC81) to provide for diverse and sustainable housing options.

In addition, other identified sites are proposed to be rezoned to the Residential Zone. This will offer opportunities for standard density housing while maintaining the character and amenity of existing neighbourhoods.

Sites for business are also identified to support both Richmond's and the region’s economic development and employment opportunities.

Council has a legal obligation to provide ‘suitable’ business land to meet demand for the next 30 years. This includes at a minimum, to distinguish between the commercial, retail and industrial sectors and demonstrate how it is providing for this demand. These legal obligations apply to our urban environment not the whole region. For example, providing business land in say Moutere does not count as meeting demand for Richmond or the urban environment as a whole.

The Council has to consider a range of different business land projections and if past building consents are relied upon for 2016-2022, business land in the Tasman urban environment has typically developed at an average rate of 0.5ha a year of retail/commercial land and 2.1ha a year for industrial land. Should these rates continue, Tasman would require 15ha of retail/commercial land and 60ha of industrial land over the next 30 years for the urban environment alone.

Sufficient business land capacity has been identified in Richmond and in Tasman’s wider urban environment in line with this higher uptake trend. This capacity includes the PC81 business sites in Richmond. It’s also important to note that this identified capacity and proposed rezoning does not account for demand from Nelson City Council that will also have to be met from 2027 onwards. This is due to a shortfall in all types of business land in Nelson. Richmond is already providing for small shortfalls of industrial land in Brightwater and Wakefield over the next ten years and Māpua in the longer term.

The proposed rezoning in Richmond includes areas for Light Industrial Zone to accommodate small-to-medium-scale light industrial activities, Mixed Business Zone to provide flexibility for a range of commercial and light industrial uses, and the Central Business Zone. This maintains Richmond's Metropolitan Centre function for retail, office, industrial and service activities, as the main centre for Tasman. Increasingly, Richmond will be performing an

employment role for the Nelson and Tasman wider regions, addressing the shortfall of employment land in Nelson.

These locations are consistent with those adopted in the FDS and are strategically located to ensure compatibility with surrounding land uses, efficient infrastructure servicing, and accessibility for businesses and the community. This approach seeks to balance urban growth with the provision of sufficient business land to meet current and future demand.

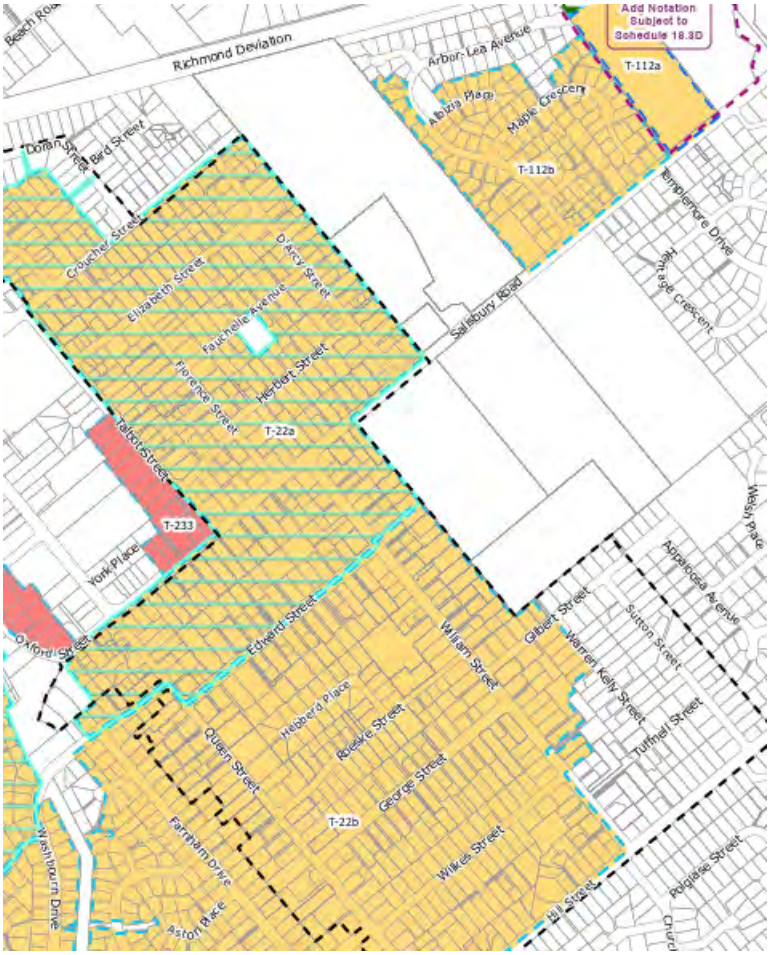
The past and current FDS have consistently identified Richmond South for future business zoned land (light industrial and mixed business). This is due to the loss of 50 hectares of deferred zoned Mixed Business and Light Industrial land in Richmond West (Berryfields) to residential use under gazetted Special Housing Areas. This loss necessitated other areas of Richmond West being brought forward earlier for business land capacity.

The proposed sites in PC81 seek to deliver a balanced urban growth strategy, contributing to the long-term resilience and liveability of Richmond. This report outlines the rationale behind these rezoning proposals.

2.1. Richmond Central – T-22a, T-22b, T-22c, T-22d, T-112a, T-112b and T-112c

Richmond Central Intensification

Area Name:	Richmond Central
Town/Location:	Richmond
Current Zones:	T-22a, T-22b and T-112b: Residential Zone T-112a and T-112c: Tourist Services Zone T-22c and T-22d: Central Business Zone
Estimated Yield:	1720 dwellings (includes T-178a)



Area (ha):	232.68
Recommended Zoning Change:	

T-22a: Residential Zone to Medium Density Residential Zone with a Richmond Intensive Development Precinct. Add Outline Spatial Plan overlay to 120 Wensley Road.

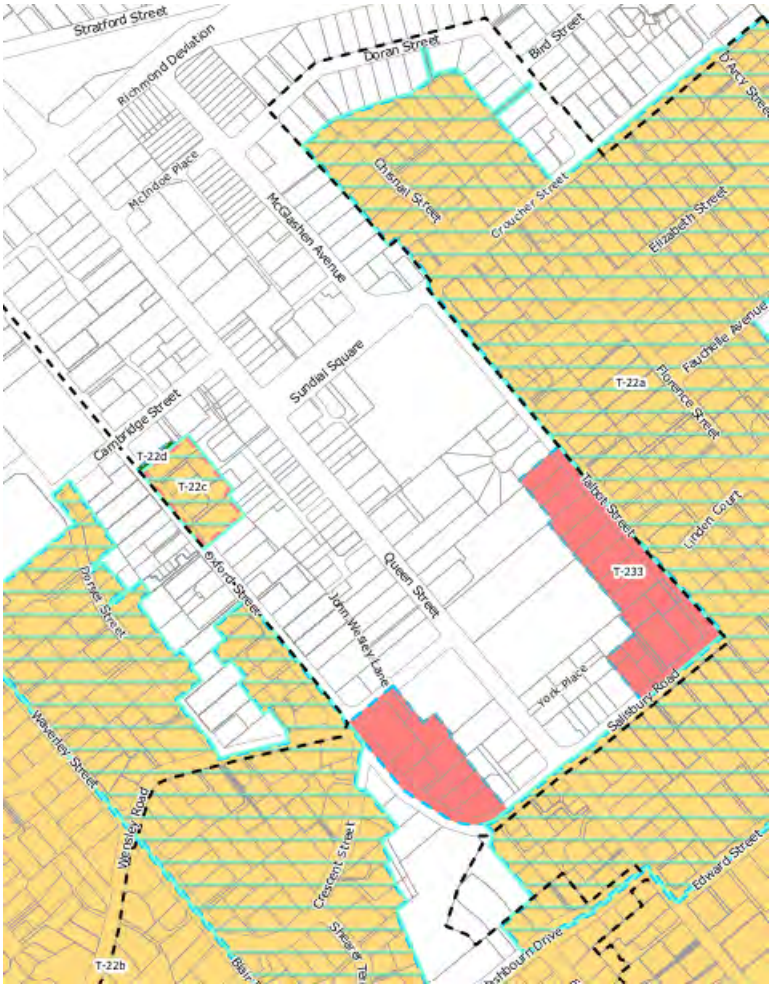
T-22b and T-112b: Residential Zone to Medium Density Residential Zone. Add Outline Spatial Plan overlay to 330 Hill Street.

T-22c Central Business Zone to Medium Density Residential Zone with a Richmond Intensive Development Precinct.

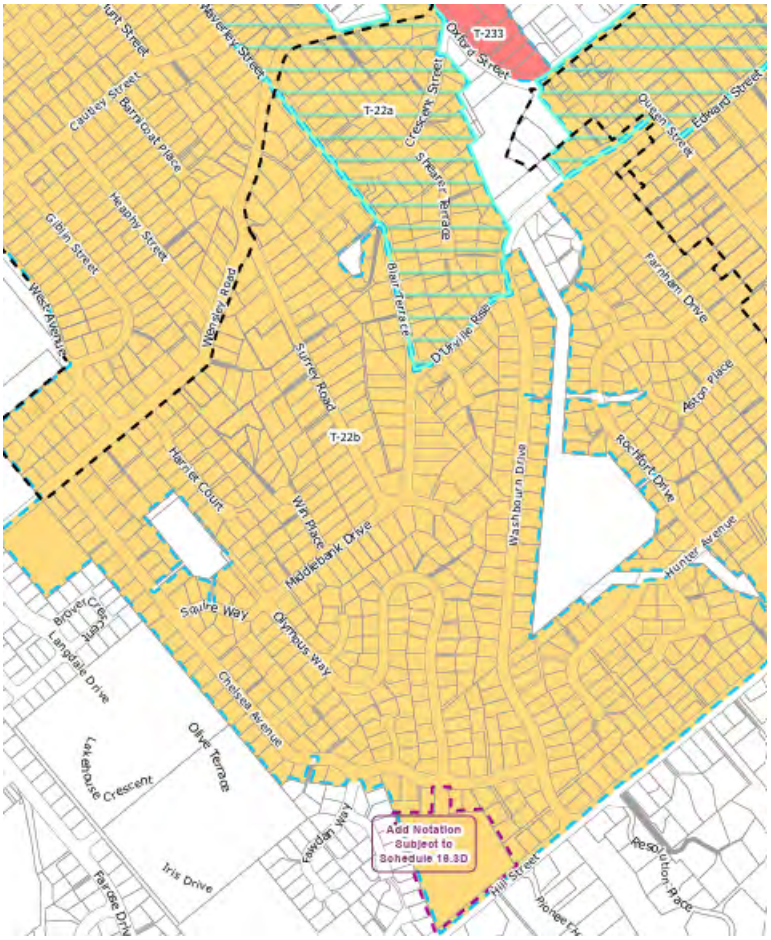
T-22d: Central Business Zone to Open Space Zone

T-112a: Tourist Services Zone to Medium Density Residential Zone. Add Outline Spatial Plan overlay.

T-112c: Tourist Services Zone to Open Space Zone. Add Outline Spatial Plan overlay.







Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.1.1. PLANNING BACKGROUND FOR RICHMOND CENTRAL

Almost half of Tasman's population growth since 2018 has been in the Richmond ward, growing by 2,570 people. This has been due to growth in demand for dwellings and as a centre for industrial, commercial and retail business.

Richmond Development Study (2003)
The Richmond Development Study was a comprehensive assessment aimed at guiding the town's future growth. It focused on sustainable development, infrastructure needs, and community well-being. The study's findings have been instrumental in shaping subsequent planning decisions, ensuring that Richmond's expansion aligns with both environmental considerations and the needs of its residents.

Plan Change 10 – Richmond West Development Area (operative between 2012-2014)
Plan Change 10 was a significant amendment to the TRMP, specifically addressing urban development in Richmond. This change aimed to rezone certain areas to accommodate residential and commercial growth in the north-western areas of Richmond beyond State Highway 6. (Further details provided later).

Plan Change 20 – Richmond East Development Area (2011)

PC20 provided for part expansion and part intensification of a residential environment located on the east of Richmond to accommodate some of the future urban growth needs for the town.

Plan Change 66 – Richmond Intensive Development Area (2018)
PC66 enabled intensive residential development around Richmond town centre, with the establishment of the Richmond intensive development area (RIDA), new planning rules and an associated policy framework. Restrictions for intensive development were retained where proposed development adjoined standard density existing dwellings.

Housing Accords and Special Housing Areas (Tasman) Order 2017
On 14th August 2017 the above Order was made, declaring special housing areas in Tasman which included five such areas in Richmond – Angelus Avenue, Highland Drive, Hill Street, Applebyfield and The Meadows. With the exception of Angelus Avenue and Highland Drive, the rest have been consented and significantly built out. Applebyfield and The Meadows form the area now known as Berryfields. The overall effect of the order was that applications for resource consents relating to the predominantly residential development could be made under the Housing Accord and Special Housing Areas Act, regardless of the underlying zone of the land. This was a more streamlined process than the RMA and the Order superseded plan change 10 above.

Nelson Tasman FDS (2019)
Council's first FDS, jointly with Nelson City Council (NCC) focused on Nelson City Centre remaining a vibrant regional centre and supported intensification of current urban settlements across the regions, with some greenfield expansion as well. For Richmond, intensification and managed expansion for housing was proposed, as well as new business areas in Richmond South.

Nelson Tasman FDS 2022-2052
Council's second FDS, jointly with NCC, is operative from September 2022 and replaced the FDS 2019. It is guided by 11 objectives for growth, acknowledging that a balance has to be found between sometimes competing objectives. The FDS outlines a strategy of consolidated growth focused largely along State Highway 6 from Atawhai to Wakefield. It also provides growth opportunities for Māpua, Motueka and some of Tasman's rural towns facing acute housing and business land problems. For Richmond, further intensification opportunities are provided around the town centre, along Salisbury Road and at Berryfields. Managed greenfield expansion is provided at Richmond South and in Eyles Road. New business opportunities are provided for in Richmond South, similar to the 2019 FDS plus mixed-use development in Richmond centre.

Richmond Spatial Plan (2024)
Following the FDS, a non-statutory spatial plan was developed for Richmond which focussed on determining appropriate modes of intensification, increasing vibrancy and key moves for the town centre. Enabling greater intensification was strongly supported by both the community and the Council. The RSP, successfully implements the FDS.

Sites T-22 and T-112

Housing intensification sites T-22 and T-112 formed sites in the adopted FDS. These sites were further evaluated through the Richmond Spatial Plan and for PC81 and led to some boundary changes and density changes. T-112a, T-112b, T-22a, T-22b and T-22c are however similar to the adopted FDS, with an extension further to the south of Richmond, and the addition of T-22d to provide for some additional Open Space zoned land.

A further step-up in density is appropriate around central parts of Richmond, and on larger sites that are in appropriate locations in the wider Richmond area. For this purpose a Richmond Intensive Development Precinct (RICP) is also proposed to allow for greater building bulk in the areas it applies to.

For larger greenfield sites (typically greater than 5000 square metres) within Richmond, Outline Spatial Plans (OSP) have been proposed. OSPs will provide more specific guidance on the development of these areas and ensure critical linkages and important design outcomes are achieved. These OSPs are supported through the policy regime and rule settings.

Natural and historic places and sites
There are several listed protected trees located within the sites. There are also several heritage buildings located within sites T-22b and T-22a. There are no NZAA sites located within T-22 and T-112. The closest NZAA sites are located close to Queen Street and on the northern side of Gladstone Road.

Fire Ban Area
All of the sites (except sites T-112a and T-112c) are located within the existing Fire Ban Area. Extending the Fire Ban area for sites T-112a and T-112c is out of scope for Plan Change 81. The review and extension of the Fire Ban area will be part of a separate future plan change. General existing discharge to air rules are sufficient to mitigate any potential discharges to air from new dwellings in site T112a.

2.1.2. NATURAL HAZARDS CONSIDERATIONS

Flood modelling shows part of this Richmond central area being subject to flood hazards during extreme rainfall events. Such flooding will be dominated by relatively shallow, northwardly flowing, overland flows. Ponding of floodwaters to greater depths can occur in places, such as along the northwestern margins of the site adjacent to SH60 and Gladstone Road formations. These flood flows will be strongly influenced by the presence of existing drains/swales, buildings, fences, vegetation and other landscaping.

2.1.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3	
Water Supply Servicing	Council is undertaking further assessments to determine the ability to service the planned intensification within sites T-22a, T-22b, T-22c, T-112a and T-112b. Upgrades included in the 2024 LTP for sites T-22a, T-22b, T-22c and T-112b include: - Trunk main upgrades in Lower Queen Street and Gladstone Road programmed for years one to four, - Pipe renewals planned in years three to six, and Growth related upgrade projects scheduled for years four to nine. Further intensification of site T-112a will also rely on the growth related upgrade projects scheduled in the 2024 LTP for years four to nine.
Wastewater Servicing	Council is undertaking further assessments to determine the ability to service the planned intensification within sites T-22a, T-22b, T-22c and T-112b. The wastewater infrastructure upgrades in the 2024 LTP needed to support intensification within sites T-22a, T-22b, T-22c and T-112b are currently insufficient. Intensification within these sites may need to be phased to allow new infrastructure to be planned for and funded. There is existing wastewater network capacity for 30 lots for site T-112a.
Stormwater Servicing	Infrastructure needed to manage stormwater capacity and flooding will need more consideration by developers during the development phase. Upgrades included in the 2024 LTP for sites T-22a, T-22b, T-22c, T-122a and T-122b include: - Improve pipe capacity under the State Highway 6 deviation towards the coast to reduce flooding programmed for years 9 to 11, to reduce ponding near deviation. Capacity improvements may also be supported by NZTA upgrading work on the Richmond Deviation. Development occurring in other central parts of Richmond are constrained by the lack of public infrastructure that can manage 10% AEP flooding. These areas could require additional expenditure by developers to mitigate flooding. There is however an increasing annual Tasman District Council Budget to facilitate upgrades to support intensification.

2.1.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3	
Transportation/ Roading Servicing	**TRMP Provisions**: PC81 includes proposed amendments to some urban transportation policies and rules to help create safer, more sustainable transport networks that cater to a range of users and support the shift towards compact residential and mixed-use developments. Key changes include; • within the Medium Density Zone, allow as a permitted activity development that does not provide vehicle access; • standards and assessment matters for multi-unit developments; • improved provisions for pedestrian and micromobility access ensuring safe and convenient movement for pedestrians, cyclists, and users of e-scooters and other small transport options; • refined accessible parking and loading spaces standards to better serve those with mobility challenges and improve transport network functions; and • new provisions for electric vehicle charging, cycle parking and waste collection to provide for better integrated urban areas and to ensure new developments are effectively serviced. **Indicative Items:** Outline Spatial Plans developed in this area identify specific indicative road, lane and walkway alignments

2.1.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have supported intensification of Richmond throughout the FDS process and preparation of PC81. Some of the areas in T-22 and T-112 in the adopted FDS have now been removed for the rezoning proposal, due to the presence of streams and potential flood risk hazard. During engagement on PC81 ngā iwi noted the importance of detaining stormwater in the intensification area; the requirement for lifts in multi storey buildings for older people; and the benefits of greenspace and trees in intensification areas. Ngā iwi sought reassurance over wastewater treatment and the timeframes for the NRSBU relocating its plant. Ngā iwi requested amendments to the papakāinga policy framework of the TRMP to better enable papakāinga in Richmond. These amendments form part of PC81. In relation to the proposed housing intensification area, ngā iwi advised that iwi monitoring is requested for excavations along Salisbury Road.

2.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**Strategic Vision:** The PC81 - Richmond Central Infill Intensification Area includes a range of existing parks and reserves which are utilised for a variety of recreational activities. All parks and reserves will be retained as part of this plan change with opportunities to enhance these open spaces and linkages to them and urban areas identified through strategic documents such as the Richmond Spatial Plan. PC81 recognises that intensification and the introduction of the Medium Density Zone will over time put pressure on existing open space areas. An assessment of open space within the Richmond Ward is included within Appendix 10[1]. This report includes an assessment of Richmond's current open space network and sets out priorities to strategically manage pressures on the open space network from intensification and the introduction of the Medium Density Zone. The key recommendations include; • enhancing pedestrian and cycle pathways and strengthen connectivity among urban areas. • designing flexible, multi-use open spaces allowing for diverse recreational opportunities that cater to Richmond's diverse demographic needs while integrating nature-based experiences • the integration of blue and green networks into the urban infrastructure focusing on daylighting streams and preserving cultural narratives. • greenspace acquisition next to already existing reserves increasing visibility, function and form and for new greenspaces, particularly in underserved areas, ensuring equitable access. • prioritising accessibility and intergenerational interactions through thoughtful design elements that enhance usability for diverse age groups, including spaces for outdoor fitness and community interaction. Overtime, these recommendations will be implemented through a range of council actions including land acquisition, the LTP, Reserve Management Plans and Asset Management Plans. **TRMP Provisions:** PC81 supports the enhancement of open space in the Medium Density Zone through the inclusion of new policies TRMP. The new policies require developments in the Medium Density Zone to achieve attractive and safe streets and public open

[1] Open Space Assessment Richmond Ward; Open Space Needs and Gap Analysis Plan Change 81, Prepared by Thrive Spaces and Places, 2024.

2.1.5. COMMUNITY SERVICES AND FACILITIES	
	spaces, provide adequate open space within developments which are the subject of an Outline Spatial Plan and through urban design provisions that seek to encourage the enhancement of open space areas, the protection of mature trees and or the planting of new trees (refer to Appendix 1 – Schedule of Amendments) **Zoning additional Open Space:** Site T-22d is proposed to be rezoned from Central Business Zone to Open Space zone. This site will provide addition open space area to the adjoining Cambridge Street Playground. T-112c is proposed to be rezoned from Tourist Services Zone to Open Space. This site, adjoining the State Highway, will provide open space for the additional future dwellings in T-112a and T-112b. **Indicative Items:** Outline Spatial Plans developed in this area identify specific indicative walkway alignments and reserve locations to protect and enhance open space areas and create linkages to existing open space areas and urban centres. The following new indicative reserves and walkways are proposed within the PC81 - Richmond Central Infill Intensification Area; • T-112a – Inclusion of an indicative reserve adjoining existing vegetation at the Richmond Aquatic Centre. • A new indicative walkway connecting the indicative reserve to adjoining land parcels, and to the site (T-112c) proposed for Open Space Zone • A new indicative walkway continues on through T-112c and provides a link to the existing Arbor Lee Embankment Walkway.

2.1.6. PRODUCTIVE LAND
This Richmond central site has underling LUC3 soils. However, this site is currently used and zoned for urban purposes (Residential zone). In accordance with Clause 3.5(7) of the NPS HPL, the site does not meet the definition of Highly Productive Land.

2.1.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, these sites. It is however considered that there is an opportunity for urban greening that needs to occur across Richmond in general to increase biodiversity values. There are also opportunities for wetlands in parts of site T-22b, including the southern section of Washbourne Gardens and within Bill Wilkes Reserve.

Jimmy Lee Creek runs through site T-22b. Daylighting along Jimmy Lee Creek through this site would be ideal, however, probably too expensive compared to the benefits. There are some fish passage barriers along Jimmy Lee Creek within the site due to stormwater structures in the waterways. Remediating this fish passage barrier would provide ecological benefits within the site.

Peak flows from Potama Creek to Washbourn are currently very high given the large amount of impervious surfaces. It would be considered appropriate, if required, to move this peak flow elsewhere to a new detention area.

The current setbacks from the waterbodies in Bill Wilkes reserve to Hill Street are considered to be small. Larger setbacks would help improve ecological values within and along these waterbodies, but a whole stream approach would be required.

There are no waterbodies flowing through sites T-112a and T-112b, the waterbody through those sites is currently piped.

There is no appreciable groundwater under these sites.

2.1.8. OPTIONS ASSESSMENT FOR SITE LOCATION – T-22a, T-22b, T-22c, T-22d, T-112a, T-112b and T-112c

Options Considered

- **Option 1:** Retain the status quo and keep the existing Residential, Tourist Services, and Central Business zoning.
- **Option 2 (Recommended):** Rezone the sites to Medium Density Residential Zone (MDRZ) and Open Space Zone, with a High-Density Precinct overlay for the town centre.
- **Option 4 (Also Recommended):** Apply/amend spatial layers, including an intensification precinct overlay and Outline Spatial Plan (OSP) to guide development, urban design, and infrastructure staging.

Costs and Constraints

Option 1 would retain the current mix of Residential, Tourist Services, and Central Business zoning. This would not address the urgent need for housing intensification in Richmond, nor enable efficient use of centrally located land. Flood modelling shows parts of this area are subject to flood hazards during extreme rainfall events, dominated by shallow, northwardly flowing overland flows and ponding, especially along the northwestern margins. Some areas are excluded from rezoning

due to flood risk, but residual risks remain and must be managed through site-specific assessments and stormwater design standards

Servicing is a key constraint. Water supply upgrades are programmed in the LTP, including trunk main upgrades, pipe renewals, and growth-related projects. Wastewater infrastructure upgrades are needed and may require phasing of intensification to allow new infrastructure to be planned and funded. Stormwater infrastructure upgrades are also included in the LTP, but some areas may require additional developer-funded mitigation. Transportation servicing will require amendments to urban transport policies and rules to support safer, more sustainable networks.

Benefits and Opportunities

Option 2 (rezoning to MDRZ and Open Space with an Intensive Development Precinct) and **Option 4** (OSP and Intensive Development Precinct overlay) together provide the greatest benefits:

- Directly responds to housing demand by enabling medium and high-density residential development, supporting efficient land and infrastructure use.
- Enables well-designed intensification in the town centre and along key corridors, supporting a vibrant, walkable, and resilient urban core.
- OSP and precinct overlays ensure that intensification is coordinated, staged, and integrated with infrastructure upgrades, open space, and urban design outcomes.
- Supports a wider range of housing typologies in proximity to employment centres and public transport, contributing to a more inclusive and resilient urban environment.
- Enhances open space and connectivity through new reserves, walkways, and green infrastructure, as identified in the Richmond Spatial Plan and OSP.
- Aligns with iwi aspirations for intensification, stormwater management, greenspace, and accessibility, and provides for iwi monitoring of excavations.
- Supports economic development by increasing residential density, which in turn supports local businesses, services, and employment.

Effectiveness and Efficiency

The combination of MDRZ, Open Space, Intensive Development Precinct, and OSP overlay is highly effective in implementing the strategic direction of the FDS, Richmond Spatial Plan, and TRMP objectives for managed urban intensification. The OSP ensures that development is not only enabled but also well-planned, staged, and integrated with infrastructure and environmental management. Efficiency is achieved by using existing infrastructure and land, reducing reliance on greenfield expansion, and supporting sustainable development. The OSP and precinct overlays provide a framework for managing risks, coordinating upgrades, and ensuring high-quality urban outcomes.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to natural hazards (especially flood risk), infrastructure capacity, and the timing of upgrades. The risk of acting (rezoning and applying overlays) includes the potential for development pressure ahead of infrastructure readiness and residual flood risk. These risks are mitigated through staging, development controls, and rule-based assessments, as well as the OSP and precinct overlays, which require infrastructure and environmental solutions to be in place before development proceeds. The risk of not acting is more significant: it would perpetuate

underutilisation of centrally located land, exacerbate the district's housing shortfall, and undermine the strategic direction of the FDS and Richmond Spatial Plan.

Economic Benefits and Employment

The proposed rezoning and overlays will deliver significant economic benefits and employment outcomes for both the local community and the wider region. Richmond is identified as Tasman's metropolitan centre, serving as a hub for retail, commercial, industrial, and service activities. The proposed rezoning reinforces this role by enabling a mix of residential intensification and business land provision, ensuring the centre remains vibrant, accessible, and economically resilient. Increased residential density will also support the viability of local services and amenities, reinforcing the economic and social fabric of Richmond.

Overall Appropriateness

Options 2 and 4—rezoning to MDRZ and Open Space with a Richmond Intensive Development Precinct and applying/amending spatial layers (OSP and precinct overlay)—are the most appropriate planning response. This approach:

- Aligns with the FDS, Richmond Spatial Plan, and TRMP objectives.
- Supports managed, staged, and high-quality residential growth.
- Makes efficient use of land adjacent to existing urban development.
- Provides a clear, consistent, and future-focused planning framework for Richmond Central intensification.
- Ensures that development is coordinated, resilient, and responsive to infrastructure and environmental constraints.

In summary:
The combination of rezoning (Option 2) and spatial overlays (Option 4) is the most effective, efficient, and appropriate way to deliver intensification and urban renewal in Richmond Central, supporting both current and future community needs.

2.1.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.

- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects).
  Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an OSP overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

Assessment of Overlay – Richmond Intensive Development Precinct (RIDP):
The application of the Richmond Intensive Development Precinct overlay is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.7** (minimum density and comprehensive development in the RIDP), **Policy 6.8.3.27B** (medium density residential housing in Richmond), and **Policy 6.8.3.27D** (tree cover in intensification areas).

- The RIDP overlay enables higher-density residential development in appropriate locations close to the Richmond town centre and key transport corridors, supporting a variety of housing types and efficient use of land and infrastructure.
- The precinct requires a minimum density of 30 dwellings per hectare for comprehensive developments, supports taller buildings (up to 13m), and requires high standards of urban design and amenity, including the use of the Medium Density Design Matrix and the Urban Design Guide.
- The approach also supports increased tree cover on public land to offset loss of private tree cover, and ensures that intensification is well-managed and integrated with urban design, open space, and infrastructure outcomes.
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for the Richmond Intensive Development Precinct.

2.2. Richmond Central – T-233 McGlashen redevelopment

Area Name:	Richmond Central
Town/Location:	Richmond
Current Zone:	T-233: Commercial Zone
Estimated Yield:	3 hectares of business land
Area (ha):	3.0

Recommended Zoning Change:

T-233 Rezone from Commercial Zone to Central Business Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.2.1. PLANNING BACKGROUND

T-233 has been zoned Commercial since the inception of the TRMP. The extent of commercial development in Richmond has expanded over time. While T-233 was not an adopted FDS site, since it is already zoned for urban development, it falls within the area proposed for 'mixed use including intensification' in the FDS.

The Central Business Zone allows for a greater building coverage compared to the Commercial Zone, however the overall site coverage (sealed area) is the same. Rezoning will simplify the planning framework for central Richmond by removing barriers and allowing for a wider range of commercial activities.

Natural and historic places and sites

There are no protected trees, heritage buildings or NZAA sites located within the site. The closest NZAA sites are located on the eastern side of Queen Street and to the north of York Place.

Fire Ban Area

This site is located within the existing Fire Ban Area. This is appropriate for the proposed Central Business Zone.

2.2.2. NATURAL HAZARDS CONSIDERATIONS
Flood modelling shows part of this Richmond central area being subject to flood hazards during extreme rainfall events. Such flooding will be dominated by relatively shallow, northwardly flowing, overland flows. Ponding of floodwaters to greater depths can occur in places, such as along the northwestern margins of the site adjacent to SH60 and Gladstone Road formations. These flood flows will be strongly influenced by the presence of existing drains/swales, buildings, fences, vegetation and other landscaping.

2.2.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3.	
Water Supply Servicing	Council is undertaking further assessments to determine the ability to service the planned intensification within site T-233. Upgrades included in the 2024 LTP for site T-233 include: - Trunk main upgrades in Lower Queen Street and Gladstone Road programmed for years one to four, - Pipe renewals planned in years three to six; and - Growth related upgrade projects scheduled for years four to nine.
Wastewater Servicing	There are no upgrade projects in the 2024 LTP to service additional intensification of T-233. Infrastructure upgrades required depend on the building coverage and uses within this site. Larger building coverages and more buildings with residential uses will need to be staged from the bottom of the catchment to the top, to allow new infrastructure to be planned for and funded.
Stormwater Servicing	Infrastructure needed to manage stormwater capacity and flooding will need more consideration by developers during the development phase. Upgrades included in the 2024 LTP for this site include: - Improve pipe capacity under the State Highway 6 deviation towards the coast to reduce flooding programmed for years nine to 11, to reduce ponding near deviation. - Capacity improvements may also be supported by NZTA upgrading work on the Richmond Deviation. Development occurring in other central parts of Richmond are constrained by the lack of public infrastructure that can manage 10% AEP flooding. These areas could require additional expenditure by developers to mitigate flooding. There is however an increasing annual Tasman District Council Budget to facilitate upgrades to support intensification.

2.2.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3.	
Transportation/ Roading Servicing	Intensification of an existing urban area which includes both business and residential areas results in more people living closer to facilities and activities, meaning that trips are shorter, and easier to walk or cycle. Intensification is therefore likely to result in less transport impacts than greenfield developments further away from destinations. The proposed Hope Bypass may road alleviate pressure by diverting through-traffic away from local streets.

2.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal. Archaeological significance was uncovered during the development of the K-Mart/Warehouse complex, therefore iwi monitoring is required for excavations in this area.

2.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to comments above in Section 4.1.5 and Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. Washbourn Gardens is located across the road from part of the site. Cambridge Street Playground and Memorial Gardens are also located in close proximity to the site. For further information, refer to Appendix 10 for a detailed open space assessment.

2.2.6. PRODUCTIVE LAND
Site T-233 has underling LUC 6 soils. In accordance with Clause 3.5(7) of the NPS HPL, the site does not meet the definition of Highly Productive Land.

2.2.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, this site. It is however considered that there is an opportunity for urban greening that needs to occur across Richmond in general to increase biodiversity values.

There are no streams or rivers flowing through this site. There is no appreciable groundwater under this site.

2.2.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-233

Summary of Options

Three options were considered for site T-233.

- **Option 1** is to retain the current Commercial Zone. While this zone allows for a range of commercial activities, it imposes slightly more restrictive planning provisions compared to the Central Business Zone (CBZ), particularly in terms of building coverage and permitted activities. Retaining the Commercial Zone would maintain the status quo but would not support the intent to simplify the planning framework or align with the broader zoning pattern in Richmond Central.
- **Option 2,** the preferred option, is to rezone the site to Central Business Zone. This change is primarily a planning tidy-up that aligns the zoning with surrounding land uses and simplifies the regulatory framework for future development.
- **Option 3,** downzoning to a less intensive zone such as Residential or Open Space, is not appropriate. The site is already zoned for urban use, is centrally located, and forms part of the area identified for mixed-use intensification in the Nelson Tasman FDS (FDS) 2022. Downzoning would reduce development potential and conflict with the strategic direction for Richmond.

Costs and Constraints

The site is subject to some natural hazard risk, particularly shallow overland flood flows and ponding during extreme rainfall events. These risks are concentrated along the northwestern margins near SH60 and Gladstone Road and are influenced by existing drains, swales, and landscaping features. Servicing constraints include the need for infrastructure upgrades to support potential intensification. Water supply upgrades are programmed in the LTP, including trunk main replacements and pipe renewals. However, there are no wastewater upgrade projects currently planned for this site. It will require staging of development and developer-funded infrastructure.

The site is not classified as Highly Productive Land under the National Policy Statement for Highly Productive Land (NPS-HPL), as it has underlying LUC6 soils and is already zoned for urban use. There are no wetlands or significant natural areas within or near the site, and no appreciable groundwater is present. Ecological constraints are minimal.

Benefits and Opportunities

Rezoning to CBZ will enable slightly greater building coverage and a broader range of commercial activities, supporting Richmond's role as a metropolitan centre. The change will simplify the planning framework by removing minor regulatory barriers associated with the Commercial Zone, making it easier for developers and businesses to operate within the town centre. The site's location within Richmond Central makes it highly accessible and well-positioned to support modest redevelopment and contribute to town centre vibrancy. The rezoning aligns with the FDS, which identifies this area for mixed-use intensification, and supports the delivery of employment, retail, and service functions in a compact urban form.

Effectiveness and Efficiency

The proposed rezoning is effective in supporting the strategic planning objectives for Richmond. It aligns with the FDS and the Richmond Spatial Plan, which promote intensification and mixed-use development in the town centre. It is efficient in terms of land use, enabling slightly more flexible commercial activities in a central location with existing infrastructure. The CBZ provides a modest improvement in development potential compared to the Commercial Zone, allowing for more efficient use of land and built form. The rezoning supports the consolidation of commercial activity in Richmond Central, reducing the need for dispersed business zones and improving accessibility.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The key uncertainties for this site relate to flood hazard and infrastructure servicing. The risk of acting without full certainty includes potential exposure to flood hazards and insufficient wastewater capacity to support higher-intensity development. These risks can be mitigated through site-specific assessments, staged development, and infrastructure contributions.

The risk of not acting is relatively minor in this case but would maintain a slightly more restrictive planning framework and limit the opportunity to streamline zoning provisions in Richmond Central. It would also miss the opportunity to align zoning with the strategic direction of the FDS and Richmond Spatial Plan, which seek to enable modest intensification and economic growth in the town centre. Overall, the risks of not acting slightly outweigh the risks of acting, particularly given the planning controls and infrastructure planning mechanisms available to manage uncertainty.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change to Central Business Zone will support Richmond's role as Tasman's metropolitan centre by enabling a slightly broader range of commercial, retail, and service activities. The increased building coverage and planning flexibility may assist in attracting small-scale investment and supporting local business growth. The site's central location enhances its potential to contribute to town centre vibrancy and accessibility.

The rezoning also supports regional planning consistency and helps Richmond absorb employment land demand from Nelson City, which faces a shortfall from 2027 onwards. Overall, the economic benefits are incremental and primarily reflect improved planning alignment rather than a significant shift in land use or employment outcomes.

Overall Appropriateness:

The proposed rezoning of site T-233 from Commercial Zone to Central Business Zone is considered appropriate as a planning tidy-up that aligns the site with surrounding zoning and simplifies the regulatory framework. The site is already urban in character, centrally located, and identified in the FDS for mixed-use intensification. While the functional differences between the zones are minor, the change supports a more consistent and flexible planning approach for Richmond's town centre.

The site is not constrained by significant ecological or productive land values, and servicing is generally in place or manageable through existing provisions. The rezoning does not introduce new risks and is consistent with the strategic direction for Richmond. Option 2 is therefore the most suitable planning response.

2.2.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a central business zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.
- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

2.3. Richmond – T-115a, T-115b, and T-115c 405 Lower Queen St

Area Name:	Richmond Northwest Central
Town/Location:	Richmond
Current Zone:	Mixed Business Zone
Estimated Yield:	84 dwellings (T-115a) 5.4 hectares of business land
Area (ha):	9.2

Recommended Zoning Change:

T-115a: Mixed Business Zone to Medium Density Residential Zone. See Outline Spatial Plan.
T-115b: Mixed Business Zone to Commercial Zone
T-115c: Mixed Business Zone to Open Space Zone

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.3.1. PLANNING BACKGROUND

This land was zoned deferred for urban development by Plan Change 10 (Variations 61, 62, 63) – to the TRMP - Richmond West Development Area and Sustainable Urban Development Provisions. The plan change was notified October 2007 and made operative March 2014. Variations 1-3 to Plan Change 10 to the TRMP - Richmond West Development Area were notified between December 2009 – August 2012 and made operative between August 2012 and March 2014.

PC10 to the TRMP formed part of a long-term strategic approach to provide for the growth of Richmond, which commenced through the Richmond Development Study (2003). PC10 provided for the westward urban expansion of Richmond between State Highway 6 and McShane Road. It enabled additional 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-stage

2.3.1. PLANNING BACKGROUND

development process (stage 1: 2006 – 2026 and stage 2 -2026 – 2051). Although some residential development was provided for, Richmond West Development Area primarily provided a business hub for the Nelson Tasman region over the long term. The plan change provided for the deferral of land until needed. This approach was intended to avoid the costs of scattered development; provide greater certainty of land use over the long term, reduce speculation, while providing adequate land for future business development and enabling the continuation of existing rural activities until the land is needed.

Subsequent events

In 2017, the Housing Accords and Special Housing Areas (Tasman) Order was made and it included two areas adjacent to this location now known as Berryfields and The Meadows. The Order enabled residential development on land within Richmond West Development Area that was destination zoned for mixed business and light industrial uses. The subsequent consent applications were approved and from 2018, the consents have largely been implemented.

Plan Change 74 to the TRMP, Rezoning of Special Housing Areas, March 2023, rezoned the SHA land from Rural 1 deferred Light Industrial/ deferred Mixed Business to Residential.

While there are no proposed sites in PC81 that form part of the land covered by the Special Housing Areas Order, there are two sites adjacent to this area: T- 115 and T-232.

FDS: Site T-115 formed part of the adopted FDS, now forming part of site T-115a proposed in PC81. It was smaller and proposed residential intensification only. The site has since been enlarged and includes commercial and open space uses (T-115b and T-115c).

Natural and historic places and sites

There are no protected trees, heritage buildings or NZAA sites located within the site.

Fire Ban Area

This site is located within the existing Fire Ban Area. This is appropriate for the proposed Medium Density Residential Zone and Commercial Zone.

Outline Spatial Plan

As a greenfield site utilising the MDRZ, an OSP has been developed to guide development and provide an anticipated future structure that is enabled by the proposed rules in Section 16.3.3A.

2.3.2. NATURAL HAZARDS CONSIDERATIONS

These sites are not considered to be subject to flood hazard. Flood modelling shows surface ponding in the northern corner of sites T-115a and T-115b during extreme rainfalls. The occurrence and extent of such surface ponding is dependent on the capacity of the surrounding stormwater network. This network includes a constructed watercourse that flows parallel to, and approximately 120 metres southwest from, the southwestern boundary of site T-115b.

These sites are in an area where seismic liquefaction damage is possible, however the underlying soils are typically gravelly.

2.3.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3	
Water Supply Servicing	Reticulation is in place for these sites and the estimated yield at T-115a can be serviced for water. Upgrades included in the 2024 LTP for sites T-115a and T-115b include: - Trunk water main replacement in Lower Queen Street programmed for years one to four, - Increase capacity at current Water Treatment Plant in years three to four, and - Growth related upgrade projects scheduled for years four to nine. Depending on the water demand for site T-115b, Council may need to undertake further assessments to determine the ability to service the planned developments.
Wastewater Servicing	The existing wastewater infrastructure is adequate to service the proposed development.
Stormwater Servicing	Part of sites T-115a and T-115b can be serviced by existing infrastructure. Development runoff generally needs to be directed to Poutama Drain which has capacity. Development that exceeds the existing infrastructure capacity will need to be developer funded.
Transportation/ Roading Servicing	The site is favourably located for medium-density residential development, particularly due to its proximity to an established commercial zone. Intersection upgrades at Lower Queen Street and Berryfields Drive are planned and included in the LTP. Road connections are proposed as part the Outline Spatial Plan for the site. These connections are to Berryfield Drive to service the MDRZ area, and to Lower Queen Street for the Commercial Zone area. Specific roading requirements are identified in the proposed OSP to ensure that road safety outcomes are achieved and there is resilient emergency vehicular access for the MDRZ area.

2.3.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal, other than a request for iwi monitoring for excavations given the proximity of the site to the estuary. Stormwater will need to drain towards Poutama stream, and this will need to be well managed.

2.3.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** Indicative roads, laneways and walkway are proposed connecting T-115a, b and c with the Borck Creek open space area. These are included within the sites Outline Spatial Plan. These sites are also located in close proximity to Kotata Street Reserve, Berryfield Oak Tree Reserve and the Richmond A&P showgrounds.

2.3.6. PRODUCTIVE LAND
These sites have underling LUC3 soils. However, the sites are currently used and zoned for urban purposes (Commercial zone). In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

2.3.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
There are no wetlands or areas of high biodiversity located within, or in close proximity to, this site. It is however considered that there is an opportunity for urban greening that needs to occur across Richmond in general to increase biodiversity values. There is no appreciable groundwater under these sites. There are no waterways running through these sites.

2.3.8. OTHER RELEVANT PLANNING ISSUES	
Population and growth	Population projections for Tasman in the Housing and Business Assessment 2004 are forecast at 12% growth between 2024 and 2034 to 67,900 people, then

	slowing to 16% growth between 2035 in 2054 totalling 78,800 people. Demand for dwellings is expected to be relatively constant over the next 20 years at approximately 400 dwellings per year for the whole district. Lower dwelling demand is projected for years 20-30 based on slower population growth in total 11,430 dwellings are needed over the 30 years to meet demand in the District. Most new dwellings are expected to be needed in Richmond and then Motueka with smaller amounts and other towns. It is predicted that there will be a shortfall in housing amounting to at least 735 attached dwellings, with 295 in the first 10 years. The rezoning of this site to Medium Density Residential Zone is estimated to yield approximately 84 residential dwellings.
Existing commercial development	Through resource consent the landowner has commenced the development of a commercial node which is anchored by the Silky Otter movie theatre, a childcare facility and food and beverage tenancies. The landowner has indicated their intention to continue to develop this commercial node, but is open to the development of residential activities along Poutama stream. Therefore, there is a certain amount of alignment between council and landowner on this.
Design	An Outline Spatial Plan is needed to guide the future development of this site. The OSP provides a structure whereby the potential cross boundary and cross zone adverse effects are managed. It also provides an appropriate block structure which will enable a range of housing typologies and achieving the necessary density for the zone.

2.3.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-115a, T-115b, and T-115c

Summary of Options

- Option 1: Retain the status quo and keep the existing Mixed Business Zone.
- Option 2 (Preferred): Rezone T-115a to Medium Density Residential Zone, T-115b to Commercial Zone, and T-115c to Open Space Zone, with an Outline Spatial Plan overlay.
- Option 4 (Also Recommended): Apply an Outline Spatial Plan (OSP) overlay to guide greenfield development, infrastructure, and urban design outcomes.

Costs and Constraints

Option 1 would retain the Mixed Business Zone, which permits a range of activities, including industrial uses. However, this is no longer appropriate given the changing nature of the surrounding area, which is transitioning toward a more mixed-use and residential character. Retaining the Mixed Business Zone would not reflect this shift and would risk land use conflicts, particularly as the site now adjoins residential development and is close to the Berryfields and The Meadows areas.

Option 2 proposes a split zoning:

- T-115a to Medium Density Residential Zone,
- T-115b to Commercial Zone,
- T-115c to Open Space Zone.

This reflects the site's evolving land use, supports housing and employment needs, and aligns with the Future Development Strategy (FDS). The site is not considered flood-prone, though surface ponding may occur in the

northern corner during extreme rainfall. Water servicing is available, with upgrades planned in the Long Term Plan (LTP), including trunk main replacements and increased treatment capacity. Wastewater infrastructure is currently insufficient and will require developer-funded upgrades, including 360 metres of pipe and connections near Lower Queen Street Bridge. Stormwater runoff must be directed to Poutama Drain, which has capacity, though additional infrastructure may be needed depending on development scale. The site has underlying LUC3 soils but is already zoned and used for urban purposes and therefore does not meet the definition of Highly Productive Land under the NPS-HPL.

Benefits and Opportunities

The proposed zoning enables a mix of residential, commercial, and open space uses that better reflect the site's location and surrounding development. T-115a will contribute to medium-density housing supply in Richmond, supporting the district's growth targets. T-115b provides for local commercial activity, complementing nearby residential areas and reducing travel demand. T-115c formalises open space provision, enhancing amenity and connectivity. The rezoning supports a more coherent urban form and responds to community expectations for land use in this area.

The Outline Spatial Plan (Option 4) is critical for greenfield development. It provides a structure for managing cross-boundary and cross-zone effects, ensures an appropriate block structure for a range of housing typologies, and achieves the necessary density for the zone. The OSP also identifies key road, laneway, and walkway alignments, and ensures that development is coordinated with infrastructure upgrades and open space provision.

Effectiveness and Efficiency

The proposed zoning is effective in implementing the strategic direction of the FDS and Richmond Spatial Plan. It supports intensification and mixed-use development in a location with existing infrastructure and proximity to employment and services. Efficiency is achieved by aligning zoning with actual land use and development potential, reducing regulatory complexity and enabling coordinated infrastructure planning. The split zoning allows for tailored responses to site-specific conditions and maximises the utility of each part of the site.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The key uncertainties relate to wastewater servicing and stormwater capacity. The risk of acting without full certainty includes potential delays or additional costs if infrastructure upgrades are not delivered in time. These risks are manageable through staging, developer contributions, and coordination with Council's infrastructure planning. The risk of not acting is more significant: retaining the Mixed Business Zone would perpetuate outdated land use provisions, allow for industrial activities that are no longer appropriate, and miss the opportunity to support housing and commercial development in a strategic location. Given the planning controls and infrastructure mechanisms available, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits are modest, rezoning T-115b to Commercial Zone will support local employment and services in a growing residential area. The change removes industrial land use potential that is no longer compatible with the surrounding context and replaces it with more appropriate commercial and residential uses. This supports Richmond's role as a metropolitan centre and contributes to a balanced urban form.

Overall Appropriateness

The proposed split zoning of T-115a, T-115b, and T-115c, with an Outline Spatial Plan overlay, is appropriate and reflects the site's changing context and strategic importance. It supports housing supply, local services, and open space provision in a coordinated manner. The rezoning aligns with the FDS and Richmond Spatial Plan, responds to infrastructure planning, and removes outdated industrial zoning. Options 2 and 4 together are the most suitable planning response for this site.

2.3.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.
- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

Assessment of Overlay – Richmond Intensive Development Precinct (RIDP):
The application of the Richmond Intensive Development Precinct overlay is consistent with TRMP objectives and

policies, particularly **Policy 6.4A.3.7** (minimum density and comprehensive development in the RIDP), **Policy 6.8.3.27B** (medium density residential housing in Richmond), and **Policy 6.8.3.27D** (tree cover in intensification areas).

- The RIDP overlay enables higher-density residential development in appropriate locations close to the Richmond town centre and key transport corridors, supporting a variety of housing types and efficient use of land and infrastructure.
- The precinct requires a minimum density of 30 dwellings per hectare for comprehensive developments, supports taller buildings (up to 13m), and requires high standards of urban design and amenity, including the use of the Medium Density Design Matrix and the Urban Design Guide.
- The approach also supports increased tree cover on public land to offset loss of private tree cover, and ensures that intensification is well-managed and integrated with urban design, open space, and infrastructure outcomes.
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for the Richmond Intensive Development Precinct.

2.4. Richmond – T-232a and T-232b 28 Appleby Highway

Area Name:	Richmond West
Town/Location:	Richmond
Current Zone:	T-232a: Light Industrial Zone T-232b: Rural 1 deferred Residential Zone
Estimated Yield:	38 dwellings (T-232a and T-232b)
Area (ha):	2.8

Recommended Zoning Change:

T-232a: Rezone from Light Industrial Zone to Medium Density Residential Zone

T-232b: Rezone Rural 1 deferred Residential Zone to Medium Density Residential Zone

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.4.1. PLANNING BACKGROUND

Richmond West Development Area background is as per site T-115 above.

This site is currently zoned for Light Industrial development. It now adjoins residentially zoned land, following the Special Housing Area Order process and plan change 74 to retrospectively zone the SHA land.

The formation of the drain to the western side of this site provides an appropriate land use separation feature to land zoned deferred mixed business further west.

Discussions regarding the light industrial use of this land have also been ongoing with NZTA and the landowner for at least 5 years. Prior to Plan Change 74 the TRMP showed an indicative road along the western boundary of this site, connecting to SH60. Discussions with all parties resolved that this road and associated state highway intersection could not be built. This section of SH60 is now one of the busiest in Tasman. Plan Change 74 removed this road from the planning maps. The maximum number of potential light industrial vehicle movements permitted by NZTA from this site to use existing crossing points (which would have required upgrades), was less than needed to make operation of the site financially viable, according to the landowner.

Since the land was already zoned for urban development in the TRMP it did not form part of the FDS. In agreement with the landowner, the site is therefore now proposed for medium density residential zoning. This is considered appropriate given the adjoining Berryfields developed area, the connections to reserves, and the close proximity to Richmond central.

A designation (D127) is located over part of the southern end of the site. This designation is held by NZTA for a potential Hope Bypass to provide improved access. NZTA are unable to confirm that the Hope Bypass will be constructed within part of this site, as per the designation. If NZTA decide to construct the Hope Bypass here, they will have separate discussions with the landowner.

Natural and historic places and sites
There are no protected trees, heritage buildings or NZAA sites located within the site.

Fire Ban Area
This site is located within the existing Fire Ban Area. This is appropriate for the proposed Medium Density Residential Zone.

Outline Spatial Plan
As a greenfield site utilising the MDRZ, an OSP has been developed to guide development and provide an anticipated future structure that is enabled by the proposed rules in Section 16.3.3A.

2.4.2. NATURAL HAZARDS CONSIDERATIONS
These sites and surrounding area have been subject to flooding in the past from the watercourses draining the Richmond Range foothills to the south, notably in January 1986. Such flooding was dominated by shallow overland flows. Borcks Creek flows adjacent to the northwestern boundary of the site. The flood hazard to these sites have been significantly reduced by recent upgrades to the capacity of the Borcks Creek channel and associated drains and stormwater network. This drainage network has been designed and constructed to contain the runoff from a 1% annual exceedance probability rainstorm.

2.4.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3	
Water Supply Servicing	Trunk water mains have been installed along the Borck Creek corridor, forming a key part of the existing reticulated network. Future capacity and network resilience will be enhanced through projects included in Council's Capital Works Programme.
Wastewater Servicing	These sites can be serviced by connecting to the existing pressure network. Gravity is available; however, this is a second choice.
Stormwater Servicing	These sites can be serviced to 10% and 1% AEP for discharge. The developer will need to direct stormwater runoff to Borck Creek, which has capacity. These sites will remain at some risk of 1% AEP stormwater impact from uphill (to the south of the site) for about 10 years until LTP projects are complete.
Transportation/ Roading Servicing	The current, light industrial zoning of this site is likely to have a more significant impact on the roading network then the proposed residential zoning. Pedestrian and cycle connectivity will need to be provided to the Great Taste Trail (GTT) and to Borck Creek. Noise impacts from the future Hope Bypass are expected to affect dwellings located adjacent to the proposed alignment and may need to be addressed through appropriate mitigation measures.

2.4.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal.

2.4.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. The sites are currently adjoining Borck Creek Utility Reserve, Poutama Utility Reserve and the Great Taste Trail. Jubilee Park and Chertsey Reserve are also located in close proximity to the sites. For further information, refer to Appendix 10 for a detailed open space assessment.

2.4.6. PRODUCTIVE LAND

Sites T-232a and T-232b have underlying LUC3 soils. However, these sites are currently zoned for urban purposes (Light Industrial and Rural 1 deferred Residential zones). In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

2.4.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, this site. It is however considered that there is an opportunity for urban greening that needs to occur across Richmond in general to increase biodiversity values.

There is no appreciable groundwater under these sites.

Eastern Hill Creek runs along the western boundary of T-232a. Setbacks from this Creek will be needed to preserve ecological values.

2.4.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-232a and T-232b

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Light Industrial Zone (T-232a) and Rural 1 deferred Residential Zone (T-232b).
- **Option 2 (Preferred):** Rezone both sites to Medium Density Residential Zone (MDRZ), with an Outline Spatial Plan overlay.
- **Option 4 (Also Recommended):** Apply an Outline Spatial Plan (OSP) overlay to guide development, infrastructure, and urban design outcomes.

Costs and Constraints

Option 1 would retain the current zoning: Light Industrial for T-232a and Rural 1 deferred Residential for T-232b. This is no longer appropriate given the surrounding context. The area now adjoins residential development, and the Light Industrial Zone is incompatible with adjacent land uses. Retaining industrial zoning would risk land use conflicts and underutilisation of land in a strategic location.

Option 2 proposes rezoning both sites to Medium Density Residential Zone. This reflects the site's evolving land use, supports housing supply, and aligns with the Future Development Strategy (FDS). Recent upgrades to Borcks Creek and the surrounding stormwater network have significantly reduced flood risk. Water supply servicing is available, with upgrades planned in the Long-Term Plan (LTP), including a new reservoir and treatment plant improvements. Wastewater servicing is feasible via connection to the existing pressure network, though gravity options are limited. Stormwater servicing is available for 10% and 1% AEP events, with runoff directed to Borcks Creek. Some residual risk remains from uphill flows until LTP projects are completed. Eastern Hill Creek runs along the western boundary of T-232a, and ecological setbacks will be required. The site has underlying LUC3 soils but is already zoned for urban use and does not meet the definition of Highly Productive Land under the NPS-HPL.

The location adjacent to the bypass is significant, and mitigation measures to ensure quality living environments will be critical, but achievable.

Benefits and Opportunities

Rezoning to Medium Density Residential Zone supports the delivery of housing in a well-located area adjacent to existing residential development. The change removes outdated industrial zoning and enables a more compatible and efficient land use pattern. The site is relatively unconstrained and can contribute to Richmond’s housing supply targets. The rezoning supports a coherent urban form and responds to infrastructure planning and community expectations.

The Outline Spatial Plan (Option 4) is critical for greenfield development. It provides a structure for managing cross-boundary and cross-zone effects, ensures an appropriate block structure for a range of housing typologies, and achieves the necessary density for the zone. The OSP also identifies key road, laneway, and walkway alignments, and ensures that development is coordinated with infrastructure upgrades and open space provision.

Effectiveness and Efficiency

The proposed zoning is effective in implementing the strategic direction of the FDS and Richmond Spatial Plan. It supports intensification in a location with existing infrastructure and proximity to employment and services. Efficiency is achieved by aligning zoning with actual land use and development potential, reducing regulatory complexity and enabling coordinated infrastructure planning. The change removes a zone that is no longer viable due to access limitations and landowner preferences, and replaces it with a zone that better reflects the site's development readiness.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The key uncertainties relate to residual flood risk and infrastructure servicing. The risk of acting without full certainty includes potential exposure to stormwater impacts from uphill flows and timing of infrastructure upgrades. These risks are manageable through site-specific design, staging, and coordination with Council’s infrastructure programme. The risk of not acting is more significant: retaining the Light Industrial Zone would perpetuate land use conflicts, limit housing delivery, and undermine the strategic direction of the FDS. Given the planning controls and infrastructure mechanisms available, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

The economic benefits of this rezoning are modest and primarily relate to enabling residential development in a strategic location. The removal of industrial zoning reflects the site’s limited viability for industrial use due to access constraints and landowner preferences. The rezoning supports Richmond’s housing supply and contributes to a balanced urban form, but does not significantly alter employment land provision.

Overall Appropriateness

The proposed rezoning of T-232a and T-232b to Medium Density Residential Zone, with an Outline Spatial Plan overlay, is appropriate and reflects the site's changing context and strategic importance. It supports housing supply, removes outdated industrial zoning, and aligns with the FDS and Richmond Spatial Plan. The rezoning responds to infrastructure planning and landowner intent, and is considered the most suitable planning response.

2.4.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

2.5. Richmond – T-117 and T-178a Gladstone Road and 2 Poutama Street

Area Name:	Richmond Northwest Central
Town/Location:	Richmond
Current Zone:	Residential Zone
Estimated Yield:	T-178a dwelling yield is included in Section 2.1 (1720 dwellings) 1.8 hectares of business land (T-117)
Area (ha):	2.4ha

Recommended Zoning Change:

T-117: Residential Zone to Mixed Business Zone

T-178a: Residential Zone to Medium Density Residential Zone with a Richmond Intensive Development Precinct

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.5.1. PLANNING BACKGROUND

The Residential zone for sites T-117 and T-178 has been in place since the inception of the TRMP.

Site T-117 is a site in the adopted FDS. Site T-178a is an adaptation of a smaller FDS site T-178 (24-28 Gladstone Road), which was proposed for business use but has since been proposed for medium density residential with a intensive development precinct, following the Richmond Spatial Plan.

The Richmond Spatial Plan identified that the entire strip of residential properties in this area may be appropriate for redevelopment at a higher density.

Natural and historic places and sites
There are no protected trees, heritage buildings or NZAA sites located within these sites. The closest protected tree (T700) is located just outside of site T-178a, to the east.

Fire Ban Area
These sites are located within the existing Fire Ban Area. This is appropriate for the proposed Mixed Business and Medium Density Residential Zone.

2.5.2. NATURAL HAZARDS CONSIDERATIONS

Flood modelling shows these sites are subject to a degree of flood hazards during extreme rainfall events. Such flooding is dominated by surface ponding rather than overland flows. The extent that the sites are impacted is dependant on the capacity and continued functioning of the stormwater network. Gradients at the sites and its vicinity are low and this can impact the conveying of stormwater away from the site. The stormwater network has been designed and constructed to contain the runoff from a 1% annual exceedance probability rainstorm.

2.5.3. SERVICING CONSIDERATIONS

Further detailed information is provided in Appendix 3

Water Supply Servicing	These sites are currently connected to, and can be serviced by, the water supply network. Upgrades included in the 2024 LTP to further improve supply capacity and resilience for these sites include: - A new water main from Queen Street to Three Brothers Corner roundabout programmed for years one to four.
Wastewater Servicing	Wastewater servicing for the sites is dependent on the completion of the Waimea Trunk Main Project which is to be delivered in three stages. The timeframe for each stage of this critical infrastructure project will need to be clarified to determine when sufficient capacity will be available to support additional development.

2.5.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3	
Stormwater Servicing	These sites are serviced by existing infrastructure to 10% AEP standard.
Transportation/ Roading Servicing	If the Hope Bypass goes ahead, Gladstone Road is expected to shift to a local road role. Should this transition occur, specific planning measures may be needed to ensure the safe and efficient operation of both the road and the cycle trail.

2.5.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to these proposals.

2.5.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to comments in Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. These sites are adjoining Jubilee Park, and have walking and cycling access through the park, to the Great Taste Trail. For further information, refer to Appendix 10 for a detailed open space assessment.

2.5.6. PRODUCTIVE LAND
Sites T-117 and T-178a have underling LUC3 Soils. However, these sites are currently zoned for urban purposes (Residential zone). In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

2.5.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, this site. It is however considered that there is an opportunity for urban greening that needs to occur across Richmond in general to increase biodiversity values.

There is no appreciable groundwater under these sites. There are no significant waterbodies flowing through these sites. It's considered that any development within these small sites will not make much of a difference on a catchment scale.

2.5.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-117 and T-178a

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Preferred):** Rezone T-117 to Mixed Business Zone and T-178a to Medium Density Residential Zone (MDRZ), with the Richmond Intensive Development Precinct overlay.
- **Option 4 (Also Recommended):** Apply the Richmond Intensive Development Precinct overlay (an intensification precinct) to T-178a, enabling higher density and urban design outcomes appropriate for this location.

Costs and Constraints

Option 1 would retain the Residential zoning for both sites. This does not support the level of density required to meet housing demand in Richmond, nor does it enable the redevelopment potential of these sites, which are strategically located near the town centre and adjacent to significant open space (Jubilee Park). The current zoning would limit intensification and would not trigger infrastructure upgrades or urban design improvements.

Option 2 proposes rezoning T-117 to Mixed Business Zone and T-178a to MDRZ, with the Richmond Intensive Development Precinct overlay applied to T-178a. This overlay enables higher density residential development, supporting a greater range of housing typologies and more efficient use of land. The location next to Jubilee Park makes this an ideal site for higher density, as it provides immediate access to open space and recreational amenities, supporting a vibrant, walkable urban environment.

Flood modelling shows these sites are subject to some flood hazard risk, primarily surface ponding during extreme rainfall events. The extent of impact depends on the capacity and continued functioning of the stormwater network. Gradients at the sites and vicinity are low, which can impact stormwater conveyance. The stormwater network has been designed to contain runoff from a 1% annual exceedance probability rainstorm. Water supply servicing is available, with upgrades planned in the LTP, including a new water main from Queen Street to Three Brothers Corner. Wastewater servicing requires further assessment, particularly for higher-density development, and will rely on capacity improvements from the Waimea Trunk Project. The sites have underlying LUC3 soils but are already zoned for urban use and do not meet the definition of Highly Productive Land under the NPS-HPL.

Benefits and Opportunities

Option 2, with the Richmond Intensive Development Precinct overlay (Option 4), provides significant benefits:

- **Enables higher density residential development** in a location close to the town centre, public transport, and services.
- **Supports a wider range of housing typologies**, including attached dwellings, which are in short supply across the district.
- **Leverages proximity to Jubilee Park**, providing residents with immediate access to high-quality open space and recreational facilities.
- **Promotes urban design quality and connectivity**, with the precinct overlay ensuring that development is well-integrated with the surrounding urban fabric.
- **Supports local services and economic activity** by increasing residential density and providing for mixed business uses on T-117.
- **Aligns with the Richmond Spatial Plan and FDS**, which identify this area for intensification and higher density.

Effectiveness and Efficiency
The proposed zoning and precinct overlay are highly effective in implementing the strategic direction of the FDS and Richmond Spatial Plan. They support intensification in a location with existing infrastructure and proximity to employment and amenities. Efficiency is achieved by enabling higher-density development where infrastructure upgrades are planned and land is already urbanised. The combination of MDRZ and the precinct overlay allows for tailored planning responses and maximises development potential, while ensuring that urban design and amenity outcomes are achieved.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information
Uncertainties relate to wastewater servicing and stormwater capacity. The risk of acting includes potential infrastructure constraints if development proceeds ahead of upgrades, but these risks are manageable through staging, developer contributions, and coordination with Council's infrastructure programme. The risk of not acting is more significant: retaining the Residential Zone would limit housing delivery, particularly for attached dwellings, and conflict with the strategic direction of the FDS and Richmond Spatial Plan. Given the planning controls and infrastructure mechanisms available, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment
Rezoning T-117 to Mixed Business Zone may support modest employment and service activity, complementing residential growth in the area. The primary economic benefit is enabling housing supply in a strategic location, which supports the viability of local services and contributes to Richmond's role as a metropolitan centre. The rezoning does not significantly alter employment land provision but improves land use flexibility.

Overall Appropriateness
The proposed rezoning and Richmond Intensive Development Precinct overlay for T-117 and T-178a are appropriate and reflect the site's strategic location, infrastructure readiness, and alignment with planning objectives. They support housing supply, enable higher-density development, and respond to the Richmond Spatial Plan's direction for intensification. Options 2 and 4 together are the most suitable planning response for this site

2.5.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects).
  Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Richmond Intensive Development Precinct (RIDP):
The application of the Richmond Intensive Development Precinct overlay is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.7** (minimum density and comprehensive development in the RIDP), **Policy 6.8.3.27B** (medium density residential housing in Richmond), and **Policy 6.8.3.27D** (tree cover in intensification areas).

- The RIDP overlay enables higher-density residential development in appropriate locations close to the Richmond town centre and key transport corridors, supporting a variety of housing types and efficient use of land and infrastructure.
- The precinct requires a minimum density of 30 dwellings per hectare for comprehensive developments, supports taller buildings (up to 13m), and requires high standards of urban design and amenity, including the use of the Medium Density Design Matrix and the Urban Design Guide.

- The approach also supports increased tree cover on public land to offset loss of private tree cover, and ensures that intensification is well-managed and integrated with urban design, open space, and infrastructure outcomes.
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for the Richmond Intensive Development Precinct.

2.6. Richmond South – T-35a and T-122a Main Road, Hope

Area Name:	Richmond West
Town/Location:	Richmond
Current Zone:	Rural 1 Zone
Estimated Yield:	19 hectares of light industrial (T-35a) 11.5 hectares of business land (T-122a)
Area (ha):	33.6

Recommended Zoning Change:

T-35a: Rezone Rural 1 Zone to Rural 1 deferred Light Industrial Zone.

T-122a: Rezone Rural 1 Zone to Rural 1 deferred Mixed Business Zone.



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.6.1. PLANNING BACKGROUND

Sites T-35a and T-122a have been zoned Rural 1 Zone since the TRMP's inception.

Both sites formed part of Council's first adopted FDS in 2019 and Council's latest FDS.

Reimagining Richmond South

In 2021, following the adoption of the first Nelson Tasman FDS (2019), Council commenced a structure planning process for the rural area between southern Richmond and Hope, 'Reimagining Richmond South'. The process got as far as Round 2 engagement but was hampered by COVID 19 challenges. For a range of reasons, the project was paused and is yet to be restarted. However, from the work done, concepts for the future growth of the area were developed and all concepts featured some form of business and industry in the locations of T-35a and T-122a.

During the structure planning consultation process, a range of opinions were received, with many in the community seeking no change to the land use (remain rural) while many (including existing landowners) indicating that more housing was needed and that urban expansion should occur.

Council's FDS-2052

Council's adopted FDS strategically planned for residential and business growth demand over the next 30 years. Through a spatial growth assessment and multicriteria analysis, the FDS identified these sites

2.6.1. PLANNING BACKGROUND

(referenced in the FDS as site T-35 and T-122) as suitable for business development, continuing with the direction of the FDS 2019 for this area.

Site T-35a - Schedule 17.5A of the TRMP

Site T-35a has been expanded from the FDS site (T-35) to the north-east to include land owned by Network Tasman. This land is already a scheduled site in the TRMP:

"Schedule 17.5A:

A Scheduled Site has been established on land characterised by established industries, including some that were previously part of the Network Tasman Line Depot. The site, with some substantial industrial buildings on it, is no longer required as a depot but has value as an industrial land resource. There are some dwellings adjoining and close to the site.

The purpose of the Schedule is to enable limited industrial use of the land, having regard to the physical resources it contains and some potential for additional development, whilst at the same time avoiding development with activities that might detract from the existing levels of amenity enjoyed by nearby residents."

This scheduled site was implemented through Plan Change 50 to the TRMP which was a private plan change request (PPCR), and then further changes via Plan Change 70 to the TRMP which was also a PPCR.

Site T-122a

Compared to the FDS, site T-122a has been slightly expanded to the south to border White Road. This is to include land on the corner of White Road and SH6. Subsequent owners of this block have tried for several years to develop the Rural 1 Zoned site for urban development. It has been out of productive use for some time and currently lies fallow.

Natural and historic places and sites

There are no protected trees, heritage buildings or NZAA sites located within these sites.

Fire Sensitive Area

Site T-122a and T-35a are located within the existing Fire Sensitive Area. The existing fire sensitive area is considered appropriate for the proposed rezoning. The fire sensitive areas may, however, be reviewed and revised as part of a separate future discharges to air plan change.

2.6.2. NATURAL HAZARDS CONSIDERATIONS

Flood modelling shows that these sites are subject to flood hazards during extreme rainfall events. Such flooding will be dominated by relatively shallow, northwardly flowing, overland flows. These flood flows will be strongly influenced by the presence of existing drains/swales, buildings, fences, vegetation and other landscaping. The flood modelling shows that the flood hazards to these sites will be significantly reduced once upgrades to the stormwater network and channels upgradient of the site are completed.

2.6.3. SERVICING CONSIDERATIONS Further detailed information is provided in Appendix 3	
Water Supply Servicing	These sites can be serviced by the water supply network. Upgrades included in the LTP to further improve supply capacity for these sites include: - A new Richmond South Low-Level Reservoir programmed for years one to two, and - Main Road Hope / SH6 Trunk Main upgrade programmed for years one to two.
Wastewater Servicing	There is no capacity in the trunk main (located in the railway reserve) until the trunk main meets State Highway 60. The upgrade to the Waimea trunk main is scheduled in the LTP. Any servicing upgrades undertaken by developers for site T-122a should be co-ordinated and planned with Council, to ensure a strategic approach that takes into consideration servicing needs of upstream development.
Stormwater Servicing	These sites are not currently serviced to 10% or 1% AEP for stormwater. Servicing these sites will need to wait until Borck Creek works are extended or until developers provide site-specific stormwater mitigation works.
Transportation/ Roading Servicing	Transport access for the site will require a new connection to Main Road Hope. **Indicative Items:** The following indicative roads are proposed; • T-122a – An indicative road connecting the site from White Road to an existing road which has access to the State Highway. • T-35a – inclusion of an indicative road transversing the site to connect from the State Highway to a paper road (and the existing industrial site) to the north. • An indicative road extending Collins Road towards site T-122a. This indicative road considers the planned future Richmond South area and aims to direct some of those future vehicle movements onto Bateup Road.

2.6.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal, provided Taiao (environment) values are upheld.

2.6.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** The following indicative walkways are proposed: • T122a – A new indicative walkway extending north to south across the south from White Road to an existing reserve to the north. • T35a – Indicative walkways connecting the site to the Great Taste Cycle Trail and the State Highway. No indicative reserves are proposed. Norman Andrews Place Reserve is adjoining site T-35a. Hope Recreation Reserve and Collins Road Reserve are both also located in close proximity to sites T-35a and T122a. For further information, refer to Appendix 10 for a detailed open space assessment.

2.6.6. PRODUCTIVE LAND

Sites T-35a and T-122a have underlying LUC3 soils and are currently zoned Rural 1. Therefore, in accordance with Clause 3.5(7) of the NPS HPL, these sites meet the definition of Highly Productive Land.

The loss of productive land for site T-35a is limited in size due to being adjacent to residential areas on both sides, and part of the site has already been developed (the Network Tasman occupied area). The loss of productive land for site T-122a is also considered to be limited in size as a good portion of the site has already been developed.

Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include:

- the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD
- there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment
- the benefits of re-zoning the land outweigh the costs of the loss of the HPL

Sites T-35a and T-122a are considered to meet these criteria. The conclusion is reinforced by recent case law that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change.

2.6.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, these sites. It's considered that there is little opportunity to create positive biodiversity effect at these sites.

There is no appreciable groundwater under these sites. There is an ephemeral stream running through the western end of T-35a, which is part of the Borck Creek catchment. There is a fish community present in the stream when it isn't dry. Setbacks from this stream will be needed to maintain the ecological values in the stream.

2.6.8. OPTIONS ASSESSMENT FOR SITE LOCATION - T-35a and T-122a

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 zoning.
- **Option 2:** (Preferred): Rezone T-35a to Rural 1 deferred Light Industrial Zone and T-122a to Rural 1 deferred Mixed Business Zone. Option 2 is the preferred approach, as it aligns with the Future Development Strategy (FDS), long-term infrastructure planning, and the strategic intent for employment land in Richmond South.

- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Costs and Constraints
Retaining the current Rural 1 zoning would preserve the land for rural and productive use, but would not address the identified need for additional business and industrial land in Richmond South. Both sites are currently classified as Highly Productive Land (LUC 3 soils) under the NPS-HPL, but the government has signalled its intention to remove LUC 3 from the definition, and both sites have already been identified for urban development in the FDS. The loss of productive land is limited in size, as parts of both sites have already been developed or are adjacent to existing urban areas. Flood modelling shows that both sites are subject to shallow overland flood flows during extreme rainfall events, but these hazards are expected to be significantly reduced following programmed upgrades to the stormwater network and upstream channels. Water servicing upgrades are included in the Long Term Plan (LTP), including a new low-level reservoir and trunk main improvements. Wastewater servicing will require coordination with Council to ensure strategic delivery, particularly for upstream development. Stormwater servicing is not currently available to 10% or 1% AEP standards, so development will need to wait until Borck Creek works are extended or until developers provide site-specific mitigation. Transport access will require new connections to Main Road Hope and indicative roads are proposed to ensure connectivity and support future growth.

Benefits and Opportunities
Rezoning T-35a and T-122a as proposed will enable the delivery of approximately 133 business lots, helping to meet long-term employment and commercial land demand in Richmond. The sites are strategically located near transport corridors and existing urban areas, making them suitable for efficient development. The deferred zoning mechanism ensures that infrastructure is in place before development proceeds, reducing the risk of premature or poorly serviced growth. The rezoning aligns with previous planning work, including private plan changes and community consultation, and supports economic diversification in the region. The inclusion of indicative roads and walkways will improve connectivity, support active transport, and integrate the sites with the wider urban area. The sites are also well positioned to complement residential growth in Richmond South and to provide employment opportunities for the growing population.

Effectiveness and Efficiency
The proposed rezoning is highly effective in implementing the strategic direction of the FDS and the TRMP objectives related to urban growth and employment land provision. It enables efficient use of land and infrastructure, and supports compact urban form by locating employment land near existing residential areas. The deferred zoning allows for infrastructure coordination and avoids premature development, ensuring that servicing and flood risk management can be addressed as part of the development process. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for business and industrial land in a location identified for urban growth, the plan supports both economic and social objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information
The main uncertainties relate to flood hazard mitigation and infrastructure timing. The risk of acting includes potential servicing delays or residual flood risk, which can be managed through staging and site-specific design. The risk of not acting includes continued underutilisation of strategically located land, missed opportunities for employment land provision, and misalignment with regional growth strategies.

Given the planning controls and infrastructure mechanisms available, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment
Rezoning will enable the development of business and industrial land that supports long-term employment and economic activity in Richmond. The sites contribute to the district's business land supply, helping to address projected shortfalls and support regional economic resilience. The location is well suited to accommodate light industrial and mixed business uses, complementing residential growth in the wider Richmond South area. The provision of employment land in this location will help balance the region's urban growth and support the long-term sustainability of the local economy.

Overall Appropriateness
Rezoning T-35a and T-122a (Main Road, Hope) as proposed—Rural 1 deferred Light Industrial Zone and Rural 1 deferred Mixed Business Zone—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and TRMP, and reflects both technical advice and community aspirations. It addresses the identified need for additional employment land, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable economic growth in Richmond South. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and business development.

2.6.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.
- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

2.7. Richmond – T-223a and T-233b 144 Champion Road

Area Name:	Richmond East
Town/Location:	Richmond
Current Zone:	Rural Residential Serviced Zone
Estimated Yield:	11 dwellings (T-223b)
Area (ha):	0.4 (T-223a) 1.3 (T-223b)

Recommended Zoning Change:

T-223a: Rural Residential Serviced Zone to Rural 2 Zone

T-233b: Rural Residential Serviced to Residential Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.7.1. PLANNING BACKGROUND

Site T-223 was originally zoned Rural 2 Zone when the TRMP was first operative. During Plan Change 20 (PC20)(Richmond East) to the TRMP, the site was rezoned Rural 2 Deferred Rural Residential Serviced. As part of a later plan change, the deferred status (deferred for servicing) was uplifted.

PC20 (2011) provided for part expansion and part intensification of a residential environment located on the east of Richmond to accommodate some of the future urban growth needs for the town.

Nelson City Council (NCC) and TDC planned for the development of Nelson South and Richmond East, together. Proposed Nelson South Plan Change 18 to the Nelson Resource Management Plan was notified round the same time as PC20.

PC20 formed part of a long-term strategic approach to provide for the growth of Richmond commenced through the Richmond Development Study (2003).

PC20 provided for:

- the rezoning of relatively flat, stable land located northwest of Hill Street from Rural Residential Serviced to medium density Residential (minimum lot size 350 sqm), including provisions that enable higher density comprehensive development,

2.7.1. PLANNING BACKGROUND

- the rezoning of land that is relatively stable and has a relatively low slope gradient located southeast of Hill Street from Rural Residential Serviced to Residential for: (i) standard density (minimum lot size 600 sqm); and (ii) low density (minimum lot size 900 sqm) for the foothill precinct, but excluding provisions that enable higher density comprehensive development.
- 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),
- 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),
- 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 southeast of Park Drive located on or served by Champion Road, for wastewater,
- setbacks for activities from electricity transmission lines.

Notified with PC20 to the TRMP were plan changes relating to Active Fault Rupture Risk Management (PC21) and Slope Instability Risk Area Review, Richmond (PC 31). This information helped inform the location and density of residential zones.

Site T-223b did not form part of the adopted FDS since the land was already zoned Rural Residential Serviced.

The landowner approached the council to request consideration for rezoning to enable the development of more homes. The site was assessed against the FDS criteria and scored well. It provides a greater yield than the current Rural Residential zoning, and as such, it has been included in the proposed plan change.

Rezoning is proposed through PC81 as the site is very well connected to a main transport corridor (Champion Road), it adjoins existing residential land is well suited to residential development given that it is flat.

Ample nearby land is zoned for rural residential development as it is on hillier topography. It is the flat topography and access to transport that sets this site aside from other rural residential locations and enables a greater housing yield to be realised.

Natural and historic places and sites
There are no protected trees, heritage buildings or NZAA sites located within the site.

Fire Ban Area

PC20 provided for the extension of the fire ban area to include the proposed Rural Residential Serviced zone for the purpose of maintaining and enhancing the quality of the air by managing the discharge of contaminants. The existing Fire Ban Area is considered appropriate for the proposed rezoning of this site.

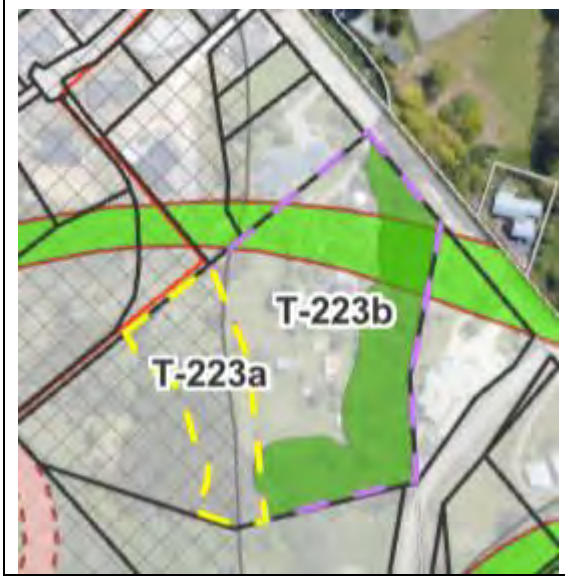
2.7.2. NATURAL HAZARDS CONSIDERATIONS

T-223a is steeply sloping with limited development potential. This site is within the current TRMP Slope Instability Risk Area (SIRA). In 2021, Council reviewed the SIRA information for Richmond. The information updates the TRMP SIRA planning layer.

T-223b has Saxton Creek flowing along the southern and eastern sides of this site. The creek is well incised and presents a flood hazard to low lying land adjacent to the creek. The extreme northern end of the site was flooded in 2013 when the culverts under Champion Road became blocked, with floodwaters backing up and spilling down Champion Road. Since that time the culverts have been significantly upgraded. The remainder of the site is not subject to flood hazard from Saxton Creek.

This site is also within the current TRMP Slope Instability Risk Area (SIRA). In 2021, Council reviewed the SIRA information for Richmond. The information updates the TRMP SIRA planning layer. At PC79 notification, 2024, the information has not yet been incorporated into the TRMP.

A trace of the active Waimea Fault crosses the northern end of the site, as shown by the bright green area in the image below.



2.7.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	T-223a is not serviced for water. This site is elevated, therefore, lots/dwellings developed on this site would need to be supplied from the high-pressure Richmond water supply network. The developer would need to fund and plan for a separate pipeline and connection for this site. T-223b is currently serviced with a single connection (40mm diameter rider) to the Richmond low pressure water supply network. There is some capacity availability in the network, however, this is dependent on how many lots/ dwellings are needed to be serviced on this site. Depending on the timing and scale of development of T-223b, the developer may be expected to cover the cost of any required upgrade of the size of the rider main in the public road. Upgrades included in the LTP to improve supply capacity for this site: - Richmond Reticulation Upgrades programmed for years one to four to nine.
Wastewater Servicing	T-223a is proposed for Rural 2 zoning, therefore, will be unserviced. Lots/dwellings developed on this site will need to utilise onsite wastewater systems. T-223b - There is capacity to service 20 to 25 lots on this site.
Stormwater Servicing	T-223a is proposed for unserviced Rural 2 zoning, therefore servicing is not required. T-223b - This site is serviced to 10% and 1% AEP. Detained stormwater runoff will need to be disposed to Saxton Creek. Peak creek flow will need to be considered when designing development layout.
Transportation/ Roading Servicing	The site contains a number of existing dwellings, meaning any net increase in residential yield is expected to be relatively modest and therefore have minimal impact on the roading network. **Indicative Items:** No new indicative items are proposed within this PC81 area. For further information, a detailed transport assessment is included in Appendix 3.

2.7.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal.

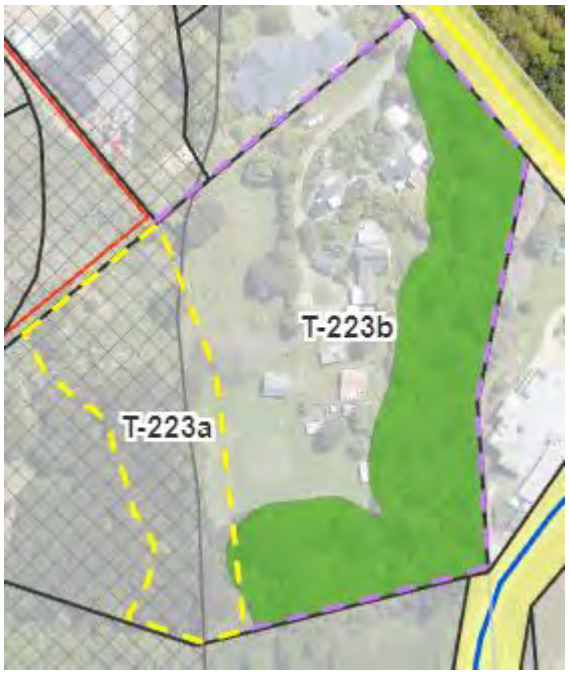
2.7.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to comments above in Section 4.1.5 and Appendix 1 (TRMP Schedule of Amendments). There is an existing reserve extending along the eastern boundary of T-223b. No new indicative reserves or walkways are proposed for this site. For further information, refer to Appendix 10 for a detailed open space assessment.

2.7.6. PRODUCTIVE LAND
Sites T-223a have underling LUC6 soils. In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

2.7.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands located within, or in close proximity to, this site. There is however a large reserve which has been planted up in natives, running along Saxton Creek within the site (shown in green in the image below). Those natives provide a cooling effect to the water and provide some biodiversity value to the site. It is considered appropriate to develop to the western side of this indicative reserve, setback from the creek, without adversely effecting biodiversity values on site.



There is no appreciable groundwater under this site. There are no waterbodies flowing through this site.

2.7.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-223a and T-223b

Summary of Options

- **Option 1**: Retain the status quo and keep the existing Rural Residential Serviced zoning for both sites.
- **Option 2 (Preferred)**: Rezone T-223a to Rural 2 Zone and T-223b to Residential Zone.

Option 2 is the preferred approach, as it aligns with the site's physical characteristics, servicing realities, and the strategic direction for Richmond East.

Costs and Constraints

Retaining the current zoning would preserve the potential for low-density residential development with servicing, but this does not reflect the actual development feasibility of these sites. T-223a is steeply sloping, located within the Slope Instability Risk Area (SIRA), and is unserviced for water, wastewater, and

stormwater. Due to its elevation, connecting to existing networks would be costly and technically challenging, and the site has not been developed since its rezoning under PC20.

T-223b, in contrast, is approximately 1.3 hectares, already serviced with water and wastewater, and adjoins existing residential development. Saxton Creek flows along the southern and eastern sides of T-223b, presenting a flood hazard to low-lying land adjacent to the creek, but culvert upgrades have reduced this risk. Both sites have underlying LUC6 soils and are not classified as Highly Productive Land under the NPS-HPL. There are no protected trees, heritage buildings, or NZAA sites within either site, but T-223b contains mature vegetation and adjoins a QEII open space covenant area.

Benefits and Opportunities

Rezoning T-223a to Rural 2 Zone better reflects the site's steep topography, lack of servicing, and limited development potential. This removes unrealistic expectations for residential intensification and avoids future servicing inefficiencies.

Rezoning T-223b to Residential Zone enables residential development in a location that is already serviced and well-connected, with an estimated yield of approximately 11 dwellings. This will contribute to Richmond's housing supply and help address the district's shortfall. The existing reserve on T-223b will enhance amenity.

Effectiveness and Efficiency

The proposed zoning is effective in aligning planning provisions with the actual capacity for development on each site. For T-223a, it avoids the inefficiencies of maintaining a serviced residential zoning where infrastructure is unlikely to be delivered. For T-223b, it enables efficient use of land and infrastructure, supports compact urban form, and is appropriate given the site's location, servicing status, and surrounding land uses.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is minimal risk in acting, as the rezoning for both sites reflects known site constraints and servicing realities. For T-223a, rezoning to Rural 2 provides clarity and reduces planning uncertainty. For T-223b, the site is already serviced and has been evaluated for residential suitability. The risk of not acting includes continued misalignment between zoning and development feasibility for T-223a, leading to unrealistic expectations and potential resource consent challenges, and underutilisation of a strategically located, serviced site for T-223b, resulting in missed opportunities to deliver housing in Richmond.

Economic Benefits and Employment

There are no significant economic or employment benefits associated with rezoning T-223a, but it avoids inefficient infrastructure investment and supports more appropriate land use allocation. Rezoning T-223b primarily supports housing delivery rather than employment land provision, but it contributes to the viability of local services and amenities by increasing residential density in a well-connected area.

Overall Appropriateness

Rezoning T-223a to Rural 2 Zone and T-223b to Residential Zone is the most appropriate planning response. This approach is pragmatic and sustainable, aligns zoning with actual land capability and servicing realities, and supports housing supply, local services, and open space provision in a coordinated manner. It integrates well with surrounding land uses and infrastructure, enhances amenity and ecological protection, and provides a clear, future-focused framework for sustainable growth in Richmond East.

2.7.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site from Rural Residential to Residential Zone is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote a variety of housing types and sizes, and support intensification and redevelopment in locations that are well-connected and close to existing centres.
- **Policy 6.4A.3.2(b)** provides for a choice of residential density and form, taking into account the existing character of neighbourhoods, proximity to centres, and infrastructure capacity.
- The site is located adjacent to existing Residential Zone land and is well-integrated with the surrounding urban environment, making Residential zoning more appropriate than Rural Residential. The site is not identified as highly productive land under the NPS-HPL, and there are no significant constraints relating to hazards or infrastructure.
- The proposal also aligns with **Policy 6.2.3.2** (enabling smaller residential lot sizes in townships), **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.1** (ensuring adequate services).

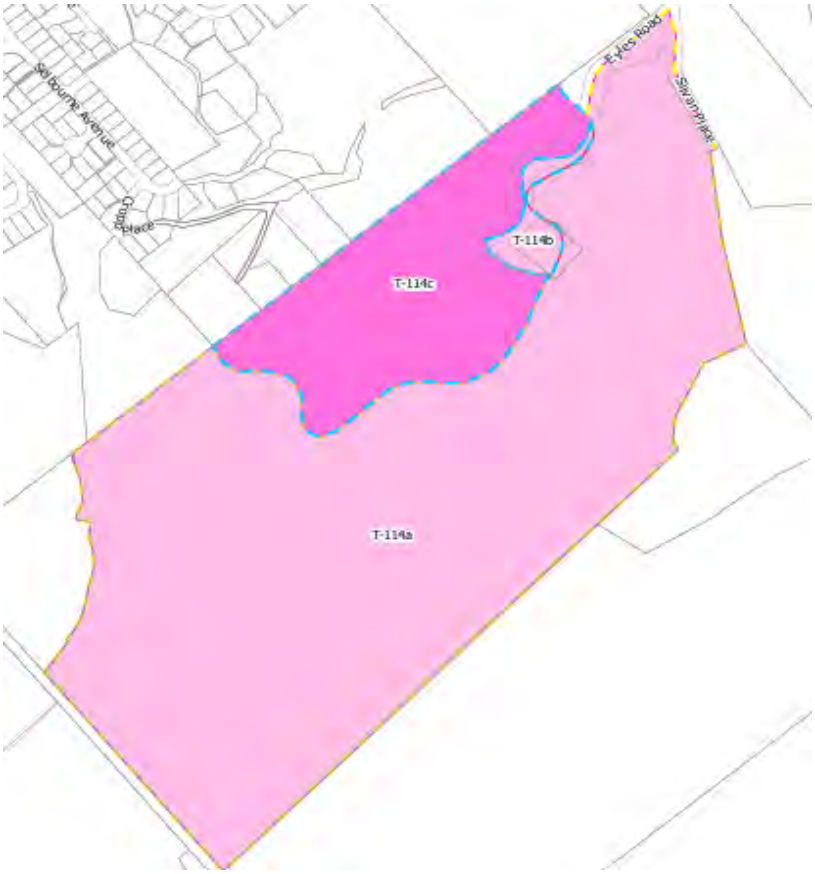
Overall, the rezoning will enable more efficient use of land, support a greater range of housing options, and reinforce the planned urban form. The proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for residential development in this location.

2.8. Richmond – T-114a, T-114b, and T-114c Eyles Road

Area Name:	Richmond East
Town/Location:	Richmond
Current Zone:	T-114a: Rural 2 Zone T-114c and T-114b: Rural 2 deferred Rural Residential Serviced Zone
Estimated Yield:	65 dwellings
Area (ha):	65

Recommended Zoning Change:

T-114a: Rezone from Rural 2 Zone to Rural Residential Zone
T-114b: Rezone from Rural 2 deferred Rural Residential Serviced Zone to Rural Residential Zone
T-114c: Rezone from Rural 2 deferred Rural Residential Serviced Zone to Rural Residential Serviced Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.8.1. PLANNING BACKGROUND

All of site T-114 was zoned Rural 2 when the TRMP first became operative.

Site T-114c was rezoned Rural 2 deferred Rural Residential Serviced in PC20 in 2011. See above site T-223a for the background on that plan change.

Council's adopted FDS-2052 strategically planned for residential and business growth demand over the next 30 years. Following a spatial growth and multicriteria analysis, the FDS identified this whole site (T-114a, T-114b, T-114c) (referenced in the FDS as site T-114) as suitable for serviced standard residential development, based on the landowner's masterplan. In the time that has passed since adopting the FDS it has become clear that a developer is unlikely to service this site due to the scale of investment needed. Council is equally unlikely to service the whole site since it would only benefit one landowner. Therefore the site is now being proposed for Rural Residential Zone, a small part of which would be serviced (up to 40 lots.)

Plan Change 79
PC79 was notified by the Council in 2024 and is proposing the rezoning of the T-114c area to Rural Residential Serviced; effectively removing the deferred status of this zone, as limited servicing is available. Consistent with this PC81 proposes rezoning T-114c as Rural Residential Serviced and the remained Rural Residential (unserviced). PC79 has progressed to the hearing stage, and the rezoning of T-114c is beyond challenge in the process.

Natural and historic places and sites
There are no protected trees, heritage buildings or NZAA sites located within these sites. The closest NZAA site (N27/185) is a historic dam, located to the west of the site T-114a, within Kingsland Forest Park.

Fire Ban Area / Fire Sensitive Area

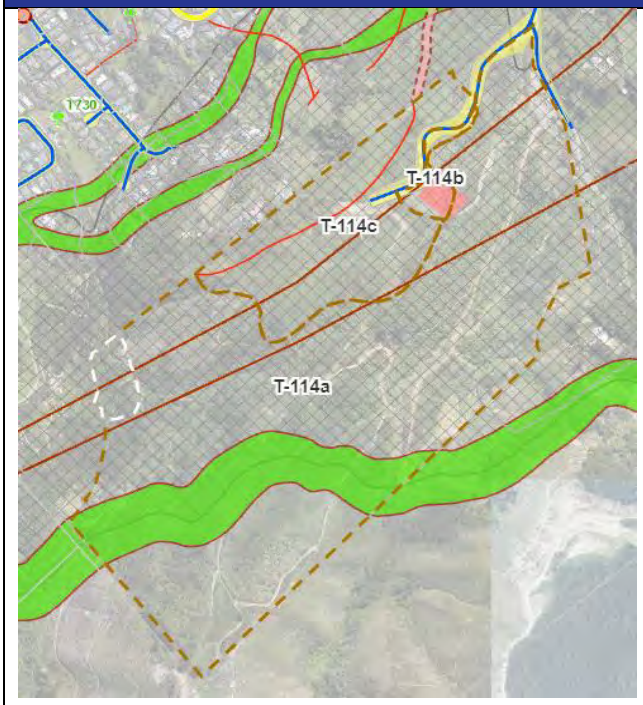
Sites T-114C and T-114b are within a deferred Fire Sensitive Area. As part of this plan change, this deferred area will be uplifted to a live Fire Sensitive Area. Site T-114a is located outside of any fire ban or fire sensitive area. The Fire Sensitive Area within and around these sites may be reviewed and revised as part of a future separate plan change.

2.8.2. NATURAL HAZARDS CONSIDERATIONS

These sites are relatively steeply sloping, but include a number of ridges/spurs that are more gently sloping. The steeper sloping land is subject to varying degrees of slope instability hazard which will constrain its developability. Due to the steeply sloping land within these sites, these sites are within the current TRMP Slope Instability Risk Area (SIRA).

The Eighty-eight Fault crosses the southern corner of site T-114a, as shown by the bright green area in the image below.

2.8.2. NATURAL HAZARDS CONSIDERATIONS



2.8.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	There is sufficient availability of water.
Wastewater Servicing	Connection to Councils Reticulated Wastewater Network has been factored into the Council's network with 40 dwelling equivalents allowed for on this rural residential land for the servicing of dwellings.
Stormwater Servicing	The site spans the crown of the hill, with drainage occurring in multiple directions. While there is no TDC stormwater service immediately available, defined flow paths direct runoff towards the Easby Park inlet. As such, effective detention and true hydraulic neutrality will be essential. The developer will be responsible for designing and implementing appropriate primary and secondary flow management solutions in accordance with NTLDM standards.

2.8.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Transportation/ Roading Servicing	The wider Rural Residential area accessed from Champion Road comprises T-114a (unserviced, 25-lot yield) and T-114c (serviced, 40-lot yield), giving a total potential yield of 65 lots. While the area is close to public transport, schools, and the Salisbury/Champion Road commercial hub, steep terrain and road gradients are likely to reduce walking and cycling uptake compared to flatter areas. Existing road and footpath widths on Champion Road and Eyles Road fall short of NTLDM standards for a Rural Lifestyle zone, and upgrades would be required prior to development. The proposed development sits in a Slope Instability Risk Area and crosses two Fault Rupture Risk Areas, making roads and services vulnerable to damage from severe weather and earthquakes. Until the planned link road from Highland Drive is constructed—which faces feasibility and timing uncertainties—the development would form a cul-de-sac exceeding NTLDM limits for hillside environments. It is recommended that no more than 40 dwellings be developed until this alternative connection is in place, and that all road works be designed with robust geotechnical considerations. **Indicative Items:** The following indicative road is proposed; • T114c – An indicative road extending from Eyles Rd, through T-114C to the boundary of the site. If land for another access point to the north of the site becomes available, this indicative road will be utilised, to provide an alternative access.

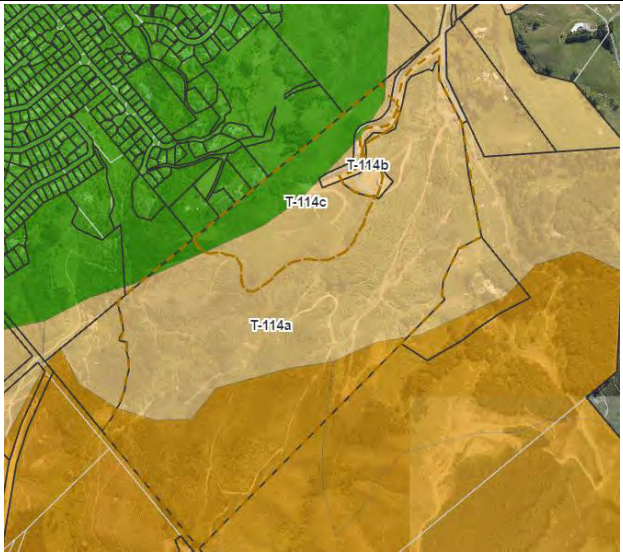
2.8.4. ONSITE WASTEWATER SYSTEM CONSIDERATIONS Further detailed information is found in Appendix 6
Sites T-114a and T-114b are proposed for Rural Residential Zone (unserviced). To help determine an appropriate controlled minimum lot size for these sites, a wastewater designer has reviewed these sites and provided the following advice. Allowing 500m2 for building, carparking, driveway access, gardens and auxiliary buildings together with 800m2 for wastewater discharge (on flat land or sloping land) it would be possible to have sections of a minimum size of 2000m2, subject to detailed geotechnical and wastewater assessment at time of resource consent. However, where land remains essentially undeveloped and allowing for the constraints of some wastewater exclusion zones, steepness of terrain/topography requiring a land application area of 1600m2, geotechnical constraints and difficulty of access, larger lots sizes will be required. Taking in the above advice, as well as advice around natural hazards and considering similar rural residential blocks across the District, a controlled minimum lot size of 2ha for sites T-114a and T-114b is proposed.

2.8.5. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal. Saxton Creek runs along the bottom of the gully, rural residential densities acceptable.

2.8.6. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** A new indicative walkway is proposed to run from the existing paper road to the eastern boundary of Kingsland Forest Park. An indicative Reserve is also proposed to adjoin the Kingsland Forest Park. For further information, refer to Appendix 10 for a detailed open space assessment.

2.8.7. PRODUCTIVE LAND
Site T-114a is currently zoned Rural 2. The underlying soils for site T-114a are mostly LUC6 and LUC7 soils. However, an area on the edge of the site of approximately 3,560m2 has underlying LUC3 soils. In accordance with Clause 3.5(7) of the NPS HPL, the majority of the site with underlying LUC6 and LUC7 category soils does not meet the definition of Highly Productive Land. However, the small area within the site with underlying LUC3 soils (the green area shown in the image below) does meet the definition of Highly Productive Land under the NPS HPL. A small portion of the site contains LUC3 soils, which are currently classified as Highly Productive Land under the National Policy Statement for Highly Productive Land (NPS-HPL). However, this area is negligible in size relative to the overall site.

2.8.7. PRODUCTIVE LAND



Site T-114c and T-114b are currently zoned Rural 2 deferred Rural Residential Serviced with both LUC6 soils and LUC3 Soils. In accordance with Clause 3.5(7) of the NPS HPL, although part of this site has underlying LUC3 Soils, the sites are zoned for future urban purposes, therefore do not meet the definition of Highly Productive Land.

2.8.8. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There is a lot of scrub running through these sites, which is not of any biodiversity value. There is, however, one wetland on the edge of the site. The wetland is likely to be very weedy, but still has biodiverse values. Existing rules in the TRMP will ensure subdivision is setback from the wetland. When any subdivision resource consent is obtained within close proximity to the wetland, it is likely that the developer will be required to plant natives around the wetland to increase biodiversity values. Reservoir creek is located outside but within close proximity to the wetland, which could be a potential biodiversity connection.

Saxton Creek flows through these sites. There are currently fish passage issues at culverts at several locations on this waterbody (including one at the star annotated on the image below). Fish communities at this site are dominated by longfin and shortfin eel, banded kokopu, and common bully. The creek in these sites is degraded, partly due to cattle tramping. Good riparian setbacks from the creek are recommended. It is also recommended that as development occurs within these sites and impervious surfaces are increased, increased flood flows will need to be mitigated.

There is no appreciable groundwater under these sites.

2.8.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-114a, T-114b, and T-114c

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 2 and Rural 2 deferred Rural Residential Serviced zoning.
- **Option 2 (Preferred):** Rezone T-114a to Rural Residential Zone, T-114b to Rural Residential Zone, and T-114c to Rural Residential Serviced Zone.
- **Option 3:** Downzone land from an existing deferred zone that is considered inappropriate for urban use to its underlying (pre-deferral) zoning.

Costs and Constraints Option 1 would maintain the current zoning, which limits development potential and delays housing delivery, as the site is only partially serviced and Council has no projects planned in the 2024 Long Term Plan (LTP) to provide services. The Rural 2 and deferred Rural Residential Serviced zones do not reflect the site's proximity to existing residential development or its partial servicing status. The site is relatively steeply sloping, with a number of ridges and spurs that are more gently sloping, but the steeper land is subject to varying degrees of slope instability hazard, which will constrain its developability. All three sites are within the current Slope Instability Risk Area (SIRA), and the Eighty-eight Fault crosses the southern corner of T-114a. Water supply for T-114c is available for up to 45 dwellings, but a booster station will be required and must be developer-led and funded. Wastewater servicing for T-114c is possible for 40 additional dwellings, but the unserviced sites (T-114a and T-114b) will require onsite wastewater systems. Stormwater will need to be managed as part of a comprehensive design process by the developer. There is a wetland on the edge of the site, and existing rules in the TRMP will ensure subdivision is set back from the wetland. The presence of LUC 3 soils is negligible in size relative to the overall site, and the government has signalled its intention to remove LUC 3 from the definition of Highly Productive Land.

Option 3 would involve downzoning the deferred Rural Residential Serviced land to its underlying Rural 2 zoning. This would further restrict development potential, essentially reverting the land to a lower-density rural use. While this option would avoid the servicing and hazard challenges associated with more intensive development, it would not address the identified need for additional housing in Richmond East and would represent a missed opportunity to provide for growth in a partially serviced, well-located area. It would also not make efficient use of land that is adjacent to existing residential development and infrastructure. The same slope instability and fault hazards would remain, but with less pressure for development, the risks would be easier to manage. However, this option would not support the district's growth strategy or housing targets.

Option 2 proposes rezoning to Rural Residential and Rural Residential Serviced, reflecting the site's physical characteristics, partial servicing, and proximity to existing development. This option does require careful management of servicing, access, and natural hazards. The site's steep terrain and SIRA overlay mean that development will need to be staged and designed to avoid high-risk areas, and geotechnical input will be required for subdivision and building consents. Servicing for T-114c is feasible for up to 40 dwellings, but the remainder of the site will require onsite wastewater solutions and developer-funded water supply upgrades. Stormwater management will need to be addressed through comprehensive design, with particular attention to the wetland and downstream effects. While these challenges are significant, they are not insurmountable, and the risks can be managed through the resource consent process, staging, and appropriate conditions.

Benefits and Opportunities Option 1 would preserve the current zoning but would not enable new housing or make efficient use of land close to existing urban areas. It would delay growth and fail to respond to the district's housing needs.

Option 3 would further restrict development, preserving the land for rural use and reducing servicing and hazard risks. However, it would not contribute to housing supply or support the district's growth strategy. It would also not take advantage of the site's partial servicing and proximity to existing development.

Option 2 enables low-density residential development in a location that is well-connected and partially serviced. The inclusion of indicative reserves enhances amenity and ecological protection, and the site supports housing supply in Richmond East, contributing to the district's overall growth targets. The zoning reflects the site's physical characteristics and development readiness. The site's proximity to existing residential development and partial servicing make it suitable for rural residential growth, while the inclusion of a serviced area (T-114c) allows for a

modest increase in housing supply. The presence of a wetland and mature vegetation provides opportunities for ecological restoration and enhanced biodiversity.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed growth. It is an inefficient use of land given the strategic need for residential land in Richmond East.

Option 3 is effective in reducing risk and servicing challenges but is inefficient in terms of land use and does not support growth objectives.

Option 2 is effective in implementing the strategic direction of the FDS and Richmond Spatial Plan. It enables efficient use of land and infrastructure and supports coordinated development. The zoning pattern is consistent with surrounding land uses and avoids over-intensification. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and ecological linkages, the plan supports both social and environmental objectives.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 3 reduces risk by limiting development but at the cost of not meeting housing needs or strategic objectives. Option 2 carries risks related to servicing, slope instability, and fault hazards, but these can be managed through the resource consent process, staging, and appropriate conditions. The main risks of acting—rezoning to enable rural residential development—relate to the timing and delivery of servicing, the management of slope instability and fault hazards, and the protection of ecological values. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development.

Economic benefits and employment Option 1 and Option 3 provide little economic benefit, as they do not enable new housing or support local services. Option 2 primarily supports housing delivery rather than employment land provision. It contributes to the viability of local services and amenities by increasing residential density in a low-impact manner. The inclusion of reserves and ecological linkages will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall appropriateness While Option 3 would reduce servicing and hazard risks by reverting to lower-density rural use, it would not address the district's housing needs or make efficient use of land in a strategic location. Option 2—rezoning T-114a, T-114b, and T-114c (Eyles Road, Richmond East) to Rural Residential, Rural Residential, and Rural Residential Serviced—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Richmond Spatial Plan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Richmond East. The risks associated with servicing, slope instability, and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient rural residential development.

2.8.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.
- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.

- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

2.9. Redwood Valley – T-226 Stringer Road

Area Name:	Redwood Valley
Town/Location:	Redwood Valley
Current Zone:	Rural 3 Zone
Estimated Yield:	Unknown
Area (ha):	26.5

Recommended Zoning Change:

T-226: Rural 3 Zone to Papakāinga Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

2.9.1. PLANNING BACKGROUND

Between 2002 and 2003 Council investigated a range of options to meet the demand for rural lifestyle living. Ultimately Variation 32 was notified to the Proposed TRMP with the Rural 3 Zone, the current zone of this site. Decisions on the variation were made in 2005 and the Rural 3 Zone was made operative.

The Rural 3 concept had three principal objectives - the provision of more rural living opportunities; the retention of the best high productive value land with opportunities for its use; and retention of rural character, rural amenities and rural landscapes, with the progressive development of natural character and ecological outcomes, to balance the rural values.

Site T-226, proposed for papakāinga did not form part of the adopted FDS. This site was put forward for papakāinga rezoning by the landowner during Plan Change 81 ngā iwi hui.

The 2023 census found that residents identifying as Māori form 10% of Tasman's population, which has grown by 66% since 2013. The Moutere-Waimea Ward, which the proposed site falls within has a slightly lower proportion of residents identifying as Māori, at 7%. The Ministry of Social Development's housing waiting list for Tasman comprises a higher proportion of Māori, as a percentage of all eligible applicants, than exists in our community, at 31% in 2023. This illustrates the difficulties some Māori face in securing a dwelling in Tasman.

2.9.1. PLANNING BACKGROUND

In Tasman, 29% of its total Māori population live rurally (2018 census). Tasman's Māori population is projected to increase by 67% between 2023 and 2043 to 13% of the population. Tasman's 2024 Housing and Business Assessment, prepared under the NPS UD, concluded that the region needs housing options that meet the needs of Māori residents, enabling Māori to express their cultural traditions and norms. Historical discussions with ngā iwi o Te Tauihu have also concluded that existing TRMP provisions for papakāinga are too limited. This is something that PC81 seeks to address by both adapting existing provisions in the TRMP and proposing a small number of sites to be zoned papakāinga development.

The Coastal Highway borders the site to the northeast. The site is generally surrounded by rural lifestyle uses, and one patch of pastoral grazing to the south of the site (across Stringer Road).

There are no NZAA sites, protected trees or heritage buildings located within or near this site. This site is not located within a Fire Ban Area or Fire Sensitive Area. This is appropriate given its distance from an urban centre.

2.9.2. NATURAL HAZARDS CONSIDERATIONS

This site is undulating and includes moderately sloping ridges/spurs with two relatively small watercourses flowing across the property. Low lying land adjacent to these watercourses, particularly at the northern end of the property, may be subject to flooding from time to time during periods of prolonged or intense rainfall.

The low lying area to the north of the site is considered an area where seismic liquefaction is possible.

2.9.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	This site is not serviced by public water supply and Council has no plans to provide services. The water supply solution will need to be provided by the developer.
Wastewater Servicing	This site is not currently serviced and council has no plans to service the site. The developer would need to provide and fund an onsite solution for wastewater.
Stormwater Servicing	This site is unserviced. Stormwater will need to be managed as part of a comprehensive design process by the developer.
Transportation/Roading Servicing	This site is approximately 5 to 6km from Māpua Village. SH60 between the site and Māpua turn off has a 100km/h speed limit, and no provision for pedestrians and cyclists. A bus service runs along SH60 between Motueka and Richmond. The combination of distance and lack of alternatives is likely to result in an increased reliance on private cars to access most facilities and activities.

2.9.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
	It is recommended that vehicle connections are provided to both Stringer and Redhill Roads. **Indicative Items:** No new indicative items are proposed within this PC81 area.

2.9.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngāti Tama are the owners of this site. Wetlands exist at the bottom of the valley, offering potential for enhancement.

2.9.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** A new indicative walkway extending from the existing Galeo Road development through to Stringer Road to enable pedestrian traffic from where the footpath ends on Galeo Road through to the path on Stringer Road (and the underpass to Westdale Road) and the bus interchange.

2.9.6. PRODUCTIVE LAND
Site T-226 is zoned Rural 3 and has a combination on LUC 3, LUC 6 and LUC 4 soils. In accordance with Clause 3.5(7) of the NPS HPL, due to the Rural 3 zoning (which enables residential living) this site does not meet the definition of Highly Productive Land.

2.9.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
There are no wetlands located within the site. There are some wetlands located in the surrounding area (shown in the image below in light blue). There is potential to link those wetlands up by planting up the gullies with natives and enhance the biodiversity values of those existing wetlands. There are also some opportunities through natural infrastructure to enhance the biodiversity values on the site, such as planting up gullies and natural swales for stormwater management.

2.9.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands



There are several waterbodies flowing through the site. Many of these waterbodies most likely dry up during extreme drought conditions. Installing wetlands in the water catchments here would improve summer low flows and give the waterbodies resilience.

A deep aquifer is located under this site.

2.9.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-226

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 3 zoning.
- **Option 2 (Preferred):** Rezone the site from Rural 3 Zone to Papakāinga Zone.

Costs and Constraints

Option 1 would retain the Rural 3 zoning, which was originally established to provide more rural living opportunities, retain productive land, and maintain rural character and ecological outcomes. However, this zoning does not specifically provide for papakāinga development or address the identified need for Māori housing options in the district. The site is undulating, with moderately sloping ridges and two small watercourses. Low-lying land at the northern end may be subject to flooding during intense rainfall, and there is some potential for seismic liquefaction in these areas. The site is not currently serviced by public water supply, wastewater, or stormwater infrastructure, and Council has no plans to provide these services. Any development would require the landowner to provide onsite solutions for water, wastewater, and stormwater management. The site is not located within a Fire Ban Area or Fire Sensitive Area, which is appropriate given its rural context.

Benefits and Opportunities

Option 2, rezoning to Papakāinga Zone, directly responds to the needs of Ngāti Tama, the landowners, and the wider Māori community in Tasman. The site was put forward for papakāinga rezoning by the landowner during iwi engagement for Plan Change 81. The rezoning supports the district's growing Māori population and addresses the significant housing need for Māori, as evidenced by the high proportion of Māori on the housing waiting list. The Papakāinga Zone enables a wider range of housing and community activities that reflect Māori cultural traditions

and norms, supporting intergenerational living and the expression of tikanga Māori. The site's location, surrounded by rural lifestyle uses and with potential for wetland enhancement, offers opportunities for ecological restoration and the integration of natural infrastructure, such as planting gullies and swales for stormwater management. There is also potential to link existing wetlands in the area, enhancing biodiversity values.

Effectiveness and Efficiency

Rezoning to Papakāinga Zone is effective in implementing the objectives of the TRMP and the district's housing strategy, particularly in providing for Māori housing needs and enabling papakāinga development. It is efficient because it utilises land that is not highly productive (a mix of LUC 3, 4, and 6 soils, but not classified as Highly Productive Land under the NPS-HPL due to its Rural 3 zoning) and is already identified by the landowner for papakāinga use. The approach allows for development to proceed as infrastructure solutions are provided by the developer, avoiding reliance on Council-funded servicing.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the provision of onsite servicing and the management of flood risk in low-lying areas. The risk of acting (rezoning) includes the potential for servicing challenges, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate the lack of suitable land for papakāinga development, limit the ability of Ngāti Tama to provide for their people, and fail to implement the district's housing strategy for Māori. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change will support local construction activity and contribute to the viability of local services and amenities by increasing the rural residential population. The Papakāinga Zone enables a range of activities that can support economic development within the Māori community, including small-scale enterprises and community facilities. The site is not intended for large-scale employment land provision, but the additional dwellings and activities will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-226 Stringer Road to Papakāinga Zone—is the most appropriate planning response. It aligns with the district's housing strategy, supports Māori housing and cultural needs, and makes efficient use of land that is not highly productive. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for papakāinga development in Redwood Valley

2.9.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Papakāinga Zone is consistent with the objectives and policies of the TRMP, particularly those in Chapter 10A (Papakāinga Development) and Section 17.13.

- **Objective 10A.2.1** and **10A.2.2** enable papakāinga development as a taonga, supporting tāngata whenua to live on their ancestral land and exercise rangatiratanga.
- **Policies 10A.3.1–10A.3.7** support papakāinga development led by tāngata whenua, guided by tikanga Māori, and enable a range of activities and housing types, subject to site capacity and environmental effects.
- The proposal is also consistent with **Policy 7.2.3.9(k)** (cultural relationship of Māori to their land) and **Policy 6.4A.3.1** (variety of housing types).
  The proposal is considered appropriate in the context of the relevant objectives and policies of the TRMP for papakāinga development

3. Brightwater

Context to residential and business land demand in Brightwater

The context for Richmond's residential and business land demand above provides the explanation for why the town of Brightwater forms part of the Nelson Tasman urban environment and Council's legal obligations to provide for growth.

During the next 10 years there is projected demand for nearly 300 dwellings in Brightwater (84 of which are attached dwellings) and a further 680 dwellings between 2035-2054 (197 of which are attached dwellings).

Over the next 10 years to 2034, there is a shortfall of housing land capacity in Brightwater, amounting to 90 dwellings. This is due to insufficient infrastructure being provided in time. Some, but not all of this shortfall can be provided in Richmond during this period. With the Waimea Plains Water and Wastewater infrastructure project, sufficient housing land can be provided in Brightwater in the long term (2035-2054).

Over the next 10 and 30 years Brightwater is also unable to provide for most of the demand for attached dwellings. This is despite the proposals contained within PC81 and so future plan changes to provide additional capacity will also be required.

The proposed zone changes in PC81 aim to address Brightwater's growing needs by providing opportunities for housing intensification, managed residential growth, and a small area of additional commercial activity, while ensuring the development is resilient to natural hazards.

The residential components include areas for medium-density housing to enable more efficient use of land and infrastructure while diversifying housing options to cater to a range of community needs. Compact density and rural residential areas are also proposed to maintain the town's character and offer housing choices that align with community expectations.

In addition to residential provisions, a small area adjacent to the existing town centre is proposed for commercial zoning, designed to enhance local services and support economic opportunities within the town. An audit of the centre in 2020 found a number of commercial uses infiltrating light industrially zoned land close to the centre, suggesting there is not enough zoned land for the centre's commercial needs. This commercial space will also complement the residential growth, ensuring that Brightwater remains a vibrant, well-serviced community and may encourage a broader range of services.

These sites form part of the adopted FDS. The proposed rezoning balances the need for housing intensification and managed expansion with the efficient use of existing infrastructure and alignment with regional growth objectives.

3.1. Brightwater – T-104a and T-104b Katania Heights medium density

Area Name:	Brightwater
Town/Location:	Brightwater
Current Zone:	T-104a: Residential Zone T-104b: Rural 1 Zone
Estimated Yield:	53 lots
Area (ha):	3.5

Recommended Zoning Change:

T-104a: Residential Zone to Residential Zone with the Brightwater Development Area overlay.

T-104b: Rural 1 Zone to Residential Zone with the Brightwater Development Area overlay.



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

3.1.1. PLANNING BACKGROUND

The 1996 TRMP maps show that both sites were originally zoned Rural 1. In August 1999 a plan change to the TRMP rezoned site T-104a (the site above with the red indicative walkway running through it) to Rural 1 Deferred Residential, and by 2007 the site deferral had been uplifted. T-104a has been zoned Residential, but undeveloped, since. Site T-104b has remained a Rural 1 zone.

Council's adopted FDS strategically planned for residential and business growth demand over the next 30 years. Following a spatial growth and multicriteria analysis, the FDS identified this site (referenced in the FDS as site T-104) as suitable for increased density residential development. The site is now proposed to fall within the Brightwater Development Area which enables compact density residential development.

PC75, operative in 2023 provided additional land for residential housing and encourages both intensification and a variety of densities within the newly established Brightwater Development Area, to ensure sufficient use of land. This site is not currently within the Brightwater Development Area but is proposed to be included in the overlay.

3.1.1. PLANNING BACKGROUND

The density achieved using the Brightwater Development Area requirements is approximately 15 dwellings per hectare as opposed to approximately 13 dwellings per hectare for standard residential development. The potential estimated yield for this site is approximately 52 dwellings, although may be less due to the topography of part of the site.

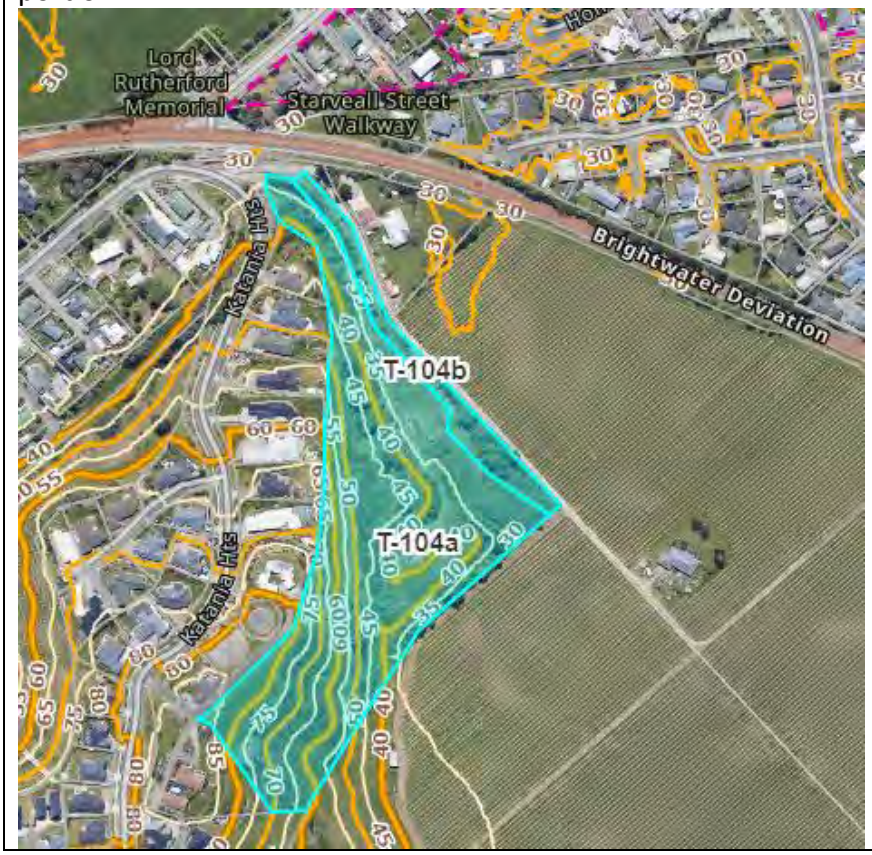
The site is bordered by the existing Katania Heights residential development area to the west and rural land used for a vineyard to the east. A buffer between the new site and the existing rural land will mitigate potential adverse reverse sensitivity effects.

Natural and Historic Places and Sites
There are no protected trees, heritage buildings or recorded NZAA sites within the site.

Fire Sensitive Area
Site T-104a is located within the existing Fire Sensitive Area. This is appropriate for the existing Residential Zoner and the proposed extension of the Development Area over this site. Site T-104b is located outside of the Fire Sensitive Area. Extending the fire sensitive area to T-104b is not within scope of this plan change. It is likely that the fire sensitive area will be extended over site T-104b as part of a future separate plan change.

3.1.2. NATURAL HAZARDS CONSIDERATIONS

The west of site T-104a is steeply sloping (see image with contours below) with limited development potential. The eastern portion of site T-104a and the entirety of site T-104b is flat and is the developable portion.



3.1.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	These sites are not currently serviced or connected to the Brightwater water supply. There are no projects in the 2024 LTP to provide services to this site. The developer will likely be required to fund and provide a new supply main and connection to the existing trunk main at the base of Katania Heights. Upgrades included in the 2024 LTP to improve general supply capacity for Brightwater: - Waimea Water Strategy programmed for years one to four to nine.
Wastewater Servicing	To ensure sufficient wastewater capacity servicing, these sites require a low cost upgrade to the trunk main. These local upgrades for these sites may need to be funded and provided by the developer.

3.1.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Stormwater Servicing	Servicing solution to be determined and funded by the developer. Servicing will need to be designed to cope with the slopes and limited suitable discharge locations.
Transportation/ Roading Servicing	The site has good cycling access to the Great Taste Trail. The development will extend an existing 1.2 km cul-de-sac by 300 m, and achieving compliant sight distances at the Katania Heights intersection will be challenging. Sight lines at the SH6/Robertson Road intersection already fall short of AustRoads and NTLDM standards for a 90 km/h speed environment, a safety concern that will be slightly worsened by this development and further exacerbated by other nearby growth. Recommended measures include upgrading the Katania Heights intersection to NTLDM standards, providing an indicative road link from Coppermine Crescent to Jeffries Road, and limiting new dwellings on Katania Heights until the link road is built. **Indicative Items:** An indicative road is proposed outside of this site, linking Katania Heights with Jeffries Road. This will provide a future access to and from the Katania Heights sites, and reduce the vehicle movements through the existing single Katania Heights cul-de-sac. For further information, a detailed transport assessment is included in Appendix 3.

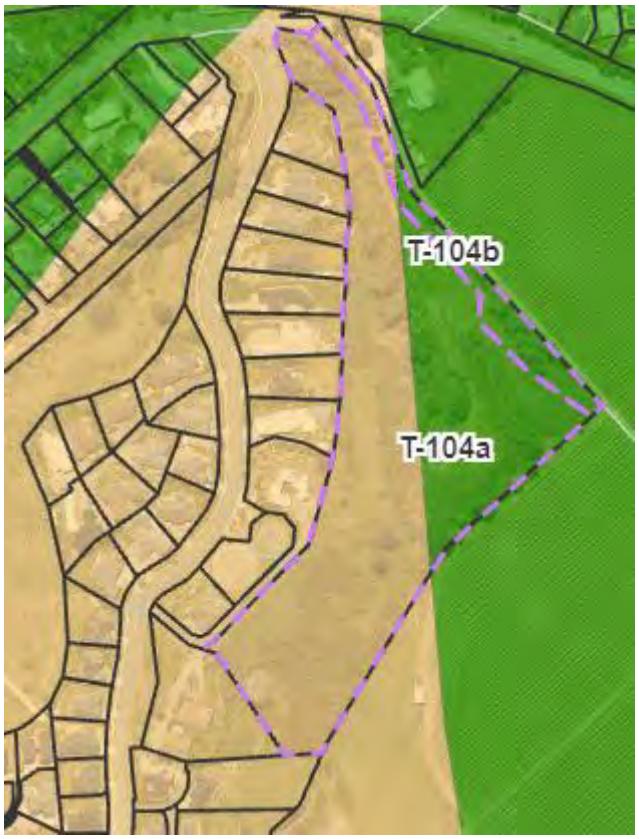
3.1.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal, other than the expectation for accidental discovery protocol for this site.

3.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** A new indicative walkway is proposed connecting T-104a with the Katania Heights development. The closest reserve is the Lord Rutherford Memorial Historic Reserve, located downhill and across the State Highway.

3.1.6. PRODUCTIVE LAND

T-104a has underlying LUC6 and LUC3 Soils, however, is currently zoned Residential. In accordance with Clause 3.5(7) of the NPS HPL, due the existing urban zoning, the site does not meet the definition of Highly Productive Land.

T-104b also has underlying LUC6 and LUC3 Soils (the green area shown in the image below), however, is currently zoned Rural 1. In accordance with Clause 3.5(7) of the NPS HPL, the area of the site consisting of LUC 6 category soils does not meet the definition of Highly Productive Land. However, the area of the site (approximately 2,603m2) consisting of LUC 3 category soil does meet the definition of Highly Productive Land.



3.1.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

These sites are covered in gorse and scrub, which are not of any biodiversity value. There are no identified wetlands within, or in close proximity of the site. However, there may be an unidentified wetland within the site close to the road. Any subdivision of these sites will require the developer to investigate if a wetland is present. If a wetland is present, existing rules in the TRMP will ensure that development is setback from the wetland, and the developer may be required to plant some natives around any wetland to increase biodiversity values.

An unconfined appreciable aquifer is located on the flats. There are no waterbodies flowing through these sites. There are, however, some ephemeral streams running close to the boundary of these sites.

3.1.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-104a and T-104b

Summary of Options

- **Option 1:** Retain the status quo (T-104a as Residential, T-104b as Rural 1).
- **Option 2 (Preferred):** Rezone both sites to Residential Zone with the Brightwater Development Area overlay (enabling compact density residential development).
- **Option 3:** Downzone T-104a and/or T-104b to a lower density rural zoning (e.g., revert to Rural 1 for both sites).

Costs and Constraints Option 1 would maintain the current zoning, with T-104a as Residential and T-104b as Rural 1. This would not address Brightwater's identified housing shortfall or enable more efficient use of land close to the town centre. No infrastructure upgrades would be triggered, and the opportunity to provide new housing and support community growth would be lost. The west of T-104a is steeply sloping and has limited development potential, but the eastern portion of T-104a and all of T-104b are flat and developable. There may be a small area of LUC 3 highly productive land on T-104b, but the Government has signalled its intention to remove LUC 3 land from the NPS-HPL definition. Any unidentified wetland will require setbacks and possible enhancement.

Option 3 would involve downzoning one or both sites to Rural 1, further restricting development potential and essentially reverting the land to lower-density rural use. This would avoid the servicing and hazard challenges associated with more intensive development, but would not address the identified need for additional housing in Brightwater and would represent a missed opportunity to provide for growth in a well-located area. It would also not make efficient use of land adjacent to existing residential development and infrastructure. The same slope and servicing constraints would remain, but with less pressure for development, the risks would be easier to manage. However, this option would not support the district's growth strategy or housing targets.

Option 2 proposes rezoning both sites to Residential Zone with the Brightwater Development Area overlay, enabling compact density residential development (approx. 15 dwellings/ha). This option requires developer-funded upgrades for water, wastewater, and stormwater servicing. The west of T-104a is steeply sloping and has limited development potential, but the eastern portion of T-104a and all of T-104b are flat and developable. There may be a small area of LUC 3 highly productive land on T-104b, but the Government has signalled its intention to remove LUC 3 land from the NPS-HPL definition. Any unidentified wetland will require setbacks and possible enhancement. The site is not currently serviced or connected to the Brightwater water supply, and there are no projects in the 2024 LTP to provide services to this site. The developer will likely be required to fund and provide a new supply main and connection to the existing trunk main at the base of Katania Heights. Wastewater servicing requires a low-cost upgrade to the trunk main, likely to be developer-funded. Stormwater servicing will need to be designed to cope with the slopes and limited suitable discharge locations.

Benefits and Opportunities Option 1 preserves the current zoning but does not create new housing or support community growth. Option 3 would further restrict development, preserving the land for rural use and reducing servicing and hazard risks, but would not contribute to housing supply or support the district's growth strategy. Option 2 provides much-needed residential land to support Brightwater's projected growth, helping to address the district's housing shortfall. The overlay enables more efficient, higher-yield development, and supports walkability and access to amenities. A buffer between the new site and the existing rural land will mitigate potential adverse reverse sensitivity effects. A new indicative walkway is proposed connecting T-104a with the Katania Heights development, improving connectivity and amenity.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed growth. It is an inefficient use of land given the strategic need for residential land in Brightwater. Option 3 is effective in reducing risk and servicing challenges but is inefficient in terms of land use and does not support growth objectives. Option 2 is highly effective in delivering on the FDS and supporting local housing supply. It is an efficient use of land in a strategic location, with infrastructure and environmental constraints managed through planned upgrades and site-specific design. The overlay allows for tailored responses to site-specific conditions and maximises the utility of each part of the site.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 3 reduces risk by limiting development but at the cost of not meeting housing needs or strategic objectives. Option 2 carries risks related to servicing, slope, and possible wetland constraints, but these can be managed through the resource consent process, staging, and appropriate conditions. The main risks of acting—rezoning to enable compact density residential development—relate to the timing and delivery of servicing, the management of slope and stormwater, and the protection of ecological values. These risks can be managed through the Brightwater Development Area overlay, resource consent conditions, and staging of development.

Economic benefits and employment Option 1 and Option 3 provide little economic benefit, as they do not enable new housing or support local services. Option 2 primarily supports housing delivery rather than employment land provision. It contributes to the viability of local services and amenities by increasing residential density in a low-impact manner. The inclusion of reserves and walkways will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall appropriateness While Option 3 would reduce servicing and hazard risks by reverting to lower-density rural use, it would not address the district's housing needs or make efficient use of land in a strategic location. Option 2—rezoning T-104a and T-104b (Katania Heights, Brightwater) to Residential Zone with the Brightwater Development Area overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Brightwater growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Brightwater. The risks associated with servicing, slope, and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient residential development.

3.1.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:

The retention of the Residential Zone for this site, with the addition of a Compact Density Development overlay, is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.

- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification and a variety of housing types and sizes, especially in locations close to centres and services.
- **Policy 6.4A.3.2(a)** enables medium and compact density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The Compact Density overlay enables comprehensive, higher-density residential development in appropriate locations, supporting efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), and aligns with the Future Development Strategy.
- The site is not identified as highly productive land under the NPS-HPL, and there are no significant constraints relating to hazards or infrastructure.

The overlay ensures that development is well-designed, integrated, and supports a greater range of housing options, while maintaining compatibility with the surrounding urban environment. The proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for residential intensification in this location.

3.2. Brightwater – T-171 and T-171a 46A and 30 Factory Road

Area Name:	Brightwater
Town/Location:	Brightwater
Current Zone:	T-171: Tourist Services Zone T-171a: Rural Industrial Zone
Estimated Yield:	6.5 hectares of Light Industrial
Area (ha):	6.5
Recommended Zoning Change:	
T-171: Tourist Services Zone to Light Industrial Zone T-171a: Rural Industrial to Light Industrial Zone	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

3.2.1. PLANNING BACKGROUND

Site T-171 has been zoned Tourist Services since the TRMP's inception. Site T-171a has been zoned Rural Industrial since the TRMP's inception.

Council's adopted FDS strategically planned for residential and business growth demand over the next 30 years. Following a spatial growth and multicriteria analysis, the FDS identified site T-171 as suitable for light industrial zoning. The site is already in light industrial use and is therefore effectively a retrospective zoning, consistent with the current use.

The landowners of T-171a have sought that this site also be rezoned to light industrial, extending FDS site T-171. Site T-171a was once used for milk powder manufacturing, but this operation ceased approximately two years ago. The site is therefore mostly unoccupied, with the exception of a small milk transfer station in the southern corner of the site. Rezoning T-171a to light industrial will provide consistent zoning to the adjoining T-171 site and provide the site with a wider range of permitted uses. This will allow the site to be utilised more efficiently and effectively.

Site T-171 is already utilised for light industrial purposes and has light industrial zoned land adjoining the south site boundary. T-171a is underutilised now, however, the adjoining land to the east of the site is zoned and used for light industrial purposes. It's considered that rezoning these sites to light industrial is in keeping with the surrounding land uses.

Natural and historic places and sites
There are no protected trees, heritage buildings or NZAA sites located within these sites. The closest protected tree (T534) is located to the south of T-171a.

Fire Sensitive Area
T-171 is located within the existing Fire Sensitive Area. This is appropriate for the proposed Light Industrial Zone. T-171a is outside of the Fire Sensitive Area. Extending the Fire Sensitive Area is out of scope for this plan change. It is likely that the Fire Sensitive Area will be extended over T-171a through a separate future plan change.

3.2.2. NATURAL HAZARDS CONSIDERATIONS

This site is located on the flood plain of the Wairoa River. Flood modelling shows that the site is subject to inundation during significant flood events. The centre of the site has been raised and is not subject to the same flood hazard. Any new development would need to ensure the passage of floodwaters past the site.

3.2.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	This site is currently connected to the Brightwater water supply and there is sufficient capacity in the network to continue servicing this site.
Wastewater Servicing	This site is already connected to the wastewater network. There are no issues with capacity.

3.2.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Stormwater Servicing	There is no infrastructure in place to service this site for 10% or 1% AEP events. Developers will need to determine and fund stormwater servicing solutions, as needed.
Transportation/ Roading Servicing	The proposed change appears consistent with the current site use, and significant transport impacts are unlikely. **Indicative Items:** No new indicative items are proposed within this PC81 area.

3.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi highlighted that proximity to the river may suggest occupation and hence a request for iwi monitoring for any excavations.

3.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to comments above in Section 4.1.5 and Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. The sites are located in close proximity to the Lightband Road Esplanade Reserve.

3.2.6. PRODUCTIVE LAND
T-171 has underlying LUC1 soils, however, is currently zoned Tourist Services and used for urban purposes. In accordance with Clause 3.5(7) of the NPS HPL, due the existing urban zoning, the site does not meet the definition of Highly Productive Land. T-171a has underlying LUC1 soils and is currently zoned Rural Industrial (not for an urban purpose). In accordance with Clause 3.5(7) of the NPS HPL, the site does meet the definition of Highly Productive Land. Although classed as Highly Productive Land under the NPS HPL, the majority of the site is already developed and is bordered to the east and west by urban uses (light industrial zoned land).

3.2.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies or areas of high biodiversity located within, or in close proximity to, these sites.

These sites are located on top of an unconfined aquifer, within the Waimea Dam zone. Any development here will need carefully manage runoff and avoid leeching into the unconfined aquifer.

3.2.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-171 and T-171a

Summary of Options

- **Option 1:** Retain the status quo (T-171 as Tourist Services Zone, T-171a as Rural Industrial Zone).
- **Option 2 (Preferred):** Rezone both sites to Light Industrial Zone.
- **Option 3:** Downzone to the underlying (pre-deferral) zoning.
- **Option 4:** Apply or amend spatial layers (other than zones).

Costs and Constraints

Retaining the current zoning (Option 1) would maintain a mismatch between the planning framework and the actual use of the land. T-171 is already used for light industrial purposes, and T-171a, while previously used for milk powder manufacturing, is now largely unoccupied except for a small milk transfer station. Both sites are located on the Wairoa River floodplain and are subject to inundation during significant flood events. The centre of the site has been raised, reducing flood risk in that area, but any new development would need to ensure that floodwaters can pass unimpeded. In terms of servicing, both sites are already connected to the Brightwater water supply and wastewater network, with sufficient capacity for current and future use. However, there is no stormwater infrastructure in place for 10% or 1% AEP events, so developers will need to provide stormwater solutions as part of any new development. The sites are also located above an unconfined aquifer, so careful management of runoff and potential leaching will be required to protect groundwater quality.

A further constraint is the classification of the land under the National Policy Statement for Highly Productive Land (NPS-HPL). T-171 has LUC 1 soils but is already zoned and used for urban purposes, so it does not meet the definition of Highly Productive Land under the NPS-HPL. T-171a, on the other hand, is currently Rural Industrial and does meet the definition of Highly Productive Land, but the majority of the site is already developed and is bordered by urban uses to the east and west. The government has also signalled its intention to remove LUC 3 land from the HPL definition, which further reduces the relevance of this constraint for future planning.

Benefits and Opportunities

Rezoning both sites to Light Industrial (Option 2) offers several significant benefits. First, it aligns the zoning with the actual and intended use of the land, providing a clear and consistent planning framework for both landowners and the Council. T-171 is already in light industrial use, so the rezoning is essentially a retrospective alignment. T-171a is currently underutilised, and rezoning would allow a wider range of permitted uses, making the site more attractive for investment and enabling more efficient land use. This

change would also bring the zoning into line with surrounding land uses, as both sites adjoin other light industrial land to the east and west.

From a strategic perspective, the rezoning is consistent with the Nelson Tasman FDS (FDS), which identifies T-171 as suitable for light industrial zoning. Providing additional employment land in Brightwater supports local economic development and helps to meet the district's long-term needs for business land. The sites are already serviced for water and wastewater, which reduces the cost and complexity of development.

Effectiveness and Efficiency

Option 2 is both effective and efficient in achieving the objectives of the TRMP and the FDS. It enables the provision of employment land in a location that is already partially developed and well-serviced, supporting compact urban form and reducing the need for greenfield expansion elsewhere. Servicing and flood risk management can be addressed as part of the consent process to ensure a coordinated approach. By aligning the zoning with actual land use and strategic planning documents, the Council can provide greater certainty to landowners and the community, supporting investment and economic growth.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties for these sites relate to flood hazard mitigation and the timing of infrastructure upgrades, particularly for stormwater. The risk of acting (i.e., rezoning to Light Industrial) includes potential servicing delays or residual flood risk, but these can be managed through site-specific design, and developer requirements. The risk of not acting is more significant: it would result in the continued underutilisation of strategically located land, missed opportunities for employment land provision, and misalignment with regional growth strategies. Given the planning controls and infrastructure mechanisms available, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

Rezoning these sites to Light Industrial will enable the development of business and industrial land that supports long-term employment and economic activity in Brightwater. The sites contribute to the district's business land supply, helping to address projected shortfalls and support regional economic resilience. The location is well-suited to accommodate light industrial uses, complementing residential growth in the wider Brightwater area. By providing additional employment land, the rezoning supports local job creation and economic diversification, which are key objectives of the FDS and the TRMP.

Overall Appropriateness

In summary, Option 2—rezoning both T-171 and T-171a to Light Industrial Zone—is the most appropriate planning response. It aligns with the strategic direction set out in the FDS and the TRMP, supports economic development and employment land provision, and makes efficient use of existing infrastructure. The risks associated with flood hazard and servicing are manageable, and the benefits of acting outweigh the risks of inaction. The proposed changes reflect the evolving policy context around Highly Productive Land and are supported by both the current use of the land and the needs of the community. This option provides a clear, consistent, and future-focused planning framework for these important sites in Brightwater.

3.2.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.
- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

3.3. Brightwater – T-106 34 and 1/36 Ellis Street

Area Name:	Brightwater
Town/Location:	Brightwater
Current Zone:	Light industrial Zone
Estimated Yield:	0.3 hectares of business land
Area (ha):	0.3

Recommended Zoning Change:

T-106: Light Industrial Zone to Commercial Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

3.3.1. PLANNING BACKGROUND

This site (T-106) has been zoned Light Industrial since the TRMP's inception.

Council's Town Centre Audit report (April 2020) identified that commercial uses are infiltrating into the light industrial zone in Brightwater, south-east of the main centre in Ellis Street. This could be an indication that demand exists for a larger commercial zone in Brightwater. Site T-106 was identified as potentially suitable for rezoning to commercial since it is adjacent to Brightwater's existing commercial zone.

Council's adopted FDS strategically planned for residential and business growth demand over the next 30 years. Following a spatial growth and multicriteria analysis, the FDS identified this site (referenced in the FDS as site T-106) as suitable for commercial zoning.

There are no historic buildings, protected tress or NZAA sites located within the site.

The site is located within the existing Fire Sensitive Area. This is appropriate for the proposed Commercial Zone.

3.3.2. NATURAL HAZARDS CONSIDERATIONS
This site is not subject to flood hazards from the Wairoa River. Incident rainfall/stormwater may impact the site in extreme rainfall events.

3.3.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	There is sufficient capacity in the current Brightwater water supply network to provide water to an additional two to three lots on this site.
Wastewater Servicing	This site is already connected to the wastewater network. There are no issues with capacity.
Stormwater Servicing	This site is currently serviced for a 10% AEP event.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area.

3.3.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal.

3.3.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to comments above in Section 4.1.5 and Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. The site is bordering the Brightwater Recreation Reserve.

3.3.6. PRODUCTIVE LAND

T-106 has underlying LUC1 soils, however, is currently zoned Light Industrial and used for urban purposes. In accordance with Clause 3.5(7) of the NPS HPL, due the existing urban zoning, the site does not meet the definition of Highly Productive Land.

3.3.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, this site. No significant waterbodies are flowing through this site.

An unconfined aquifer is located under this site. A confined aquifer if also located deeper under this site. The serviced site should have no effect on the aquifers.

3.3.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-106

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Light Industrial zoning.
- **Option 2 (Preferred):** Rezone the site from Light Industrial Zone to Commercial Zone.

Costs and Constraints Option 1 would retain the Light Industrial zoning, which allows for a range of industrial activities. However, this is no longer appropriate given the changing nature of the surrounding area, which is transitioning toward a more mixed-use and commercial character. Retaining the Light Industrial Zone would not reflect this shift and would risk land use conflicts, particularly as the site adjoins the Brightwater Recreation Reserve and is adjacent to the existing commercial zone. The site is not subject to flood hazards from the Wairoa River, but incident rainfall/stormwater may impact the site in extreme rainfall events. The site is already connected to the Brightwater water supply and wastewater network, with sufficient capacity for current and future use. Stormwater servicing is currently provided for a 10% AEP event. The site is within the existing Fire Sensitive Area, which is appropriate for the proposed Commercial Zone.

Option 2 proposes rezoning to Commercial Zone, reflecting the site's location adjacent to the existing commercial centre and the Brightwater Recreation Reserve. This option requires no significant upgrades to water or wastewater servicing, as the site is already connected and has sufficient capacity. Stormwater servicing is already provided for a 10% AEP event. The site is not subject to significant natural hazards, and there are no protected trees, heritage buildings, or NZAA sites within the site. The site is not highly productive land under the NPS-HPL due to its existing urban zoning. The change would allow for a wider range of commercial activities, supporting the town centre and responding to the demand for more commercial land identified in the 2020 Town Centre Audit.

Benefits and Opportunities Option 1 would preserve the current zoning but would not enable new commercial development or support the vibrancy of the town centre. Option 2 enables the delivery of additional commercial land in a strategic location, supporting local businesses and services, and responding to community needs. The rezoning supports a more coherent urban form and aligns with the findings of the Town Centre Audit, which identified demand for a larger commercial zone in Brightwater.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for economic growth and managed urban development. It is an inefficient use of land given the strategic need for

commercial land in Brightwater. Option 2 is highly effective in delivering on the FDS and supporting local economic development. It is an efficient use of land in a strategic location, with infrastructure and environmental constraints already managed. The Commercial Zone allows for tailored responses to site-specific conditions and maximises the utility of the site.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries the risk of underutilising land identified for economic growth and delaying commercial development. Option 2 carries minimal risks, as the site is already serviced and not subject to significant hazards. The main risks of acting—rezoning to enable commercial development—relate to the management of stormwater and potential minor increases in traffic, but these can be managed through the resource consent process and existing infrastructure.

Economic benefits and employment Option 1 provides little economic benefit, as it does not enable new commercial development or support local services. Option 2 primarily supports economic growth and local employment by enabling new commercial activities in a strategic location. The change will support the viability of local services and amenities, contribute to the vibrancy of the town centre, and provide opportunities for local businesses.

Overall appropriateness Option 2—rezoning T-106 (34 and 1/36 Ellis Street, Brightwater) to Commercial Zone—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Brightwater growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional commercial land, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Brightwater. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient commercial development.

3.3.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.
- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

3.4. Brightwater – T-198a 65 Higgins Road

Area Name:	Brightwater
Town/Location:	Brightwater
Current Zone:	Rural 1 Zone
Estimated Yield:	14 dwellings
Area (ha):	27

Recommended Zoning Change:

T-198a: Rural 1 Zone to Rural Residential Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

3.4.1. PLANNING BACKGROUND

Site T-198a has been zoned Rural 1 since the TRMP's inception.

Council's adopted FDS strategically planned for residential and business growth demand over the next 30 years. Following a spatial growth and multicriteria analysis, the FDS identified this site (referenced in the FDS as site T-198) as suitable for rural residential zoning. Following further evaluation of the site for PC81, the bottom of the site adjacent to Higgins Road has been removed for rezoning, due to low-lying land and flood risk, and a Significant Natural Habitat.

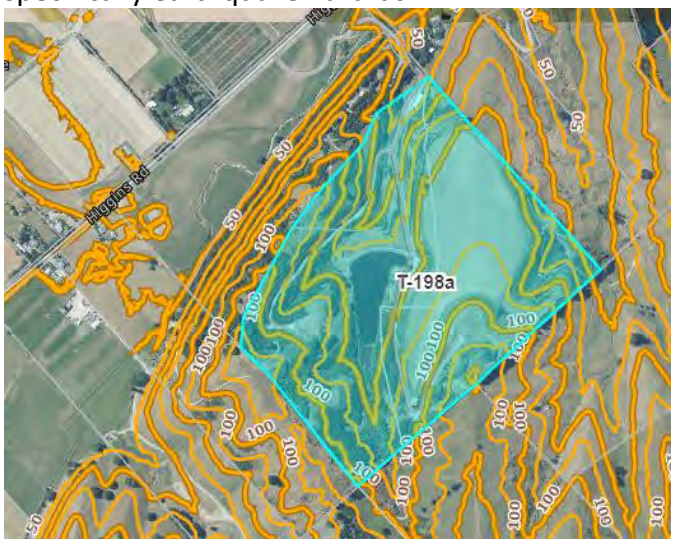
The surrounding land is zoned Rural 1. The adjoining properties to the east, west and south of the site appear to be used as rural lifestyle blocks. Another adjoining property to the south is used for pastoral grazing. Orchards are located across Higgins Road. The setback of the site from the road is considered to provide a buffer from any potential cross boundary effects from the orchards (such as from sprays).

There are no historic buildings, NZAA sites or protected trees within this site. The closest protected tree (T620) is located on the neighbouring property to the east of the site.

The site is not located within the Fire Ban Area or Fire Sensitive Area. This is appropriate given the distance from the urban centre and the proposed Rural Residential zoning.

3.4.2. NATURAL HAZARDS CONSIDERATIONS

The bulk of the site extends across hill slopes, parts of which are relatively steep, but includes a significant area of more gentle slopes to the east of the site (as shown in the contour image below). The site is not subject to flood hazards from the nearby Pitfure Stream. The site is not subject to land instability or specifically earthquake hazards.



A small stream and its tributaries are present on this part of the site (shown by the blue line in the image below). A dam and associated pond have been constructed in this watercourse. Low lying land adjacent to this watercourse can be expected to flood from time to time.

3.4.2. NATURAL HAZARDS CONSIDERATIONS



3.4.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	This site is not currently serviced by public water supply. Consequently, water supply infrastructure will need to be provided by the developer/ landowner.
Wastewater Servicing	This site is not currently serviced for wastewater. The developer will need to provide an onsite solution for wastewater.
Stormwater Servicing	This site is unserviced for 10% AEP event. The developer will need to design and fund stormwater discharge solutions.
Transportation/Roading Servicing	The existing access does not meet the required separation distance from Telinius Road for an 80 km/h speed environment and will need upgrading, including safe crossing provisions for the Great Taste Trail (GTT). The development is expected to increase traffic on Higgins Road by around 20%, heightening conflict risks between vehicles and cyclists due to the narrow, unsealed shoulder and steep drains. Further growth beyond the site may necessitate upgrading the one-lane bridge. Recommendations include widening the road reserve at subdivision stage to future-proof for additional development, upgrading the GTT between the site and Brightwater, and assessing the bridge's performance. **Indicative Items:** No new indicative items are proposed within this PC81 area.

3.4.4. ONSITE WASTEWATER CONSIDERATIONS Further detailed information is found in Appendix 6
Site T-198a is proposed for Rural Residential Zone (unserviced). To help determine an appropriate controlled minimum lot size for this site, a wastewater designer has reviewed this site and provided the following advice. A review of soil maps categorises soils as Māpua Sandy Loams (Category 5 light clays) and as Motupiko Loams (Category 3 silty loams). Test pits undertaken during the site and soil assessment undertaken confirm the limiting soil layer is Category 5 light clay soils and recommends secondary treatment of wastewater before discharging to land via dripline land application. To allow wastewater discharge, indicative controlled minimum lots sizes recommended vary from 1.8ha to 2.4ha across the site. Taking in the above advice, as well as advice around natural hazards and considering similar rural residential blocks across the District, a controlled minimum lot size of 2ha for site T-198a is proposed.

3.4.5. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal, provided Taiao (environment) values are upheld. Wetland restoration and planting enhancements have previously occurred on this site.

3.4.6. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. Spring Grove Hall Reserve and Brightwater Reserve are in close proximity to the site, to the north east. The Great Taste Trail also runs along Higgins Road.

3.4.7. PRODUCTIVE LAND
T-198a has underlying LUC 6 category soils and is currently zoned Rural 1. In accordance with Clause 3.5(7) of the NPS HPL, due to the LUC category soils on site, the site does not meet the definition of Highly Productive Land.

3.4.8. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands located within or in close proximity to the site.

A Significant Natural Habitat is located to the western boundary of the site. This habitat has been identified as a restoration priority for the District. It includes a large area of regenerating old growth totara and kanuka forest. It is considered that the location of the site retains the significant ecological features of that Significant Natural Habitat.

Pitfure stream and its tributaries flow through part of this site. Any development should be setback from these waterbodies and avoid diverting the stream.

There is no appreciable aquifer under this site, any development will need to rely on rainwater. Clay soils are present on site, any development will need to manage onsite wastewater carefully to prevent leeching.

3.4.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-198a

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 zoning.
- **Option 2 (Preferred):** Rezone the site from Rural 1 Zone to Rural Residential Zone.

Costs and Constraints Option 1 would maintain the Rural 1 zoning, preserving the land for rural and productive use. However, this approach does not reflect the strategic direction of the Future Development Strategy (FDS), which identifies the site as suitable for rural residential zoning. The site is 27 hectares, extending across hill slopes with a mix of steeper and more gently sloping land. The bulk of the site is not subject to flood hazards from the nearby Pitfure Stream, but a small stream and its tributaries are present, and low-lying land adjacent to these watercourses can be expected to flood from time to time. The site is not subject to land instability or earthquake hazards. There are no historic buildings, NZAA sites, or protected trees within the site, and the closest protected tree is on a neighbouring property. The site is not within the Fire Ban Area or Fire Sensitive Area, which is appropriate for the proposed rural residential zoning. Servicing is a key constraint for both options. The site is not currently serviced by public water supply, wastewater, or stormwater infrastructure.

Option 2 proposes rezoning to Rural Residential Zone. Under this option, the expectation is that the developer will provide solutions for water (likely rainwater collection), onsite wastewater treatment, and stormwater discharge. The site is unserviced for a 10% AEP event, so the developer will need to design and fund appropriate stormwater management. The clay soils present on the site mean that careful management of onsite wastewater will be required to prevent leaching. There is no appreciable aquifer under the site. A review of soil maps and test pits confirms the limiting soil layer is Category 5 light clay soils, and secondary treatment of wastewater is recommended before discharging to land via dripline land application. Controlled minimum lot sizes recommended vary from 1.8ha to 2.4ha across the site, and a controlled minimum lot size of 2ha is proposed. The bottom of the site adjacent to Higgins Road has already been excluded from rezoning due to flood risk and the presence of a Significant Natural Habitat (SNH).

Benefits and Opportunities Option 1 preserves the current zoning but does not create new housing or support community growth. Option 2, rezoning to Rural Residential, aligns with the FDS and provides an opportunity to deliver approximately 14 dwellings at an average density of 0.5 dwellings per hectare. This supports managed rural residential growth in Brightwater and helps address the district's long-term housing needs. The site is well-located, with rural lifestyle blocks to the east, west, and south, and a buffer from orchards across Higgins Road. The rezoning would enable more efficient use of land that is not highly productive (LUC 6 soils), and the bottom of the site

adjacent to Higgins Road has already been excluded from rezoning due to flood risk and the presence of a SNH. The SNH on the western boundary is a restoration priority for the district, and the location of the site retains these significant ecological features. Any development should be setback from waterbodies and avoid diverting the stream, supporting both ecological and landscape values.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed rural residential growth. It is an inefficient use of land given the strategic need for rural residential land in Brightwater. Option 2 is effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed rural residential growth. It enables the delivery of additional housing in a location that is not highly productive and is not constrained by significant hazards or infrastructure limitations that cannot be addressed through developer-led solutions. The approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly the SNH and watercourses.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 2 carries risks related to the provision of servicing and the management of stormwater and wastewater on clay soils, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for rural residential growth, limit the district's ability to meet housing demand, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic benefits and employment Option 1 provides little economic benefit, as it does not enable new housing or support local services. Option 2 will support local construction activity and contribute to the viability of local services and amenities by increasing the rural residential population in Brightwater. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall appropriateness Option 2—rezoning T-198a, 65 Higgins Road to Rural Residential Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed rural residential growth, and makes efficient use of land that is not highly productive. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for rural residential development in Brightwater.

3.4.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.
- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

3.5. Brightwater – T-002 and T-103 Brightwater town centre intensification

Area Name:	Brightwater
Town/Location:	Brightwater
Current Zone:	Residential
Estimated Yield:	29 dwellings over 30 years
Area (ha):	9

Recommended Zoning Change:

T-002 and T-103: Residential Zone to Medium Density Residential Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

3.5.1. PLANNING BACKGROUND
Council's adopted FDS strategically planned for residential and business growth demand over the next 30 years. Following a spatial growth and multicriteria analysis, the FDS identified this site (referenced in the FDS as site T-002 and T-103) as suitable for housing intensification. T-002 existed in the adopted 2019 FDS and T-103 was adopted as well in the 2022 FDS. The FDS identifies the growth of central Brightwater through intensification. The focus is on central areas that are close to transportation corridors, are close to amenities in the town centre, contain larger lots and older housing stock. Urban Design and Managing Cross Boundary / Reverse Sensitivity Effects - where possible, street boundaries for intensification are used to minimise adverse effects on neighbouring areas that will remain as residential zone. There are no NZAA or protected trees located within these sites. There is one heritage building located in site T-002 at 50 Lord Rutherford Road (Brightwater Hill House), and another one within site T-103 at 49 Ellis Street. These sites are located within the existing Fire Sensitive Area. This is appropriate for the proposed Medium Density Residential Zone.

3.5.2. NATURAL HAZARDS CONSIDERATIONS
Flood modelling undertaken in 2024 shows these areas as not subject to flood hazards during large flood (1% AEP) in the Wairoa River and Mt Heslington Stream. Modelling of a similar flood under a predicted future climate (1% AEP occurring in 2090) shows two small areas near Fairfield Street in the east and near Bryant Road in the north as subject to shallow flood flows and/or ponding. Incident rainfall/stormwater may impact these sites in extreme rainfall events. The impact of this will be dependent on the performance of the urban stormwater reticulation and the management of secondary flow paths. The sites are not subject to land instability or specific earthquake hazards.

3.5.3. SERVICING CONSIDERATIONS - Further detailed information is found in Appendix 3	
Water Supply Servicing	The existing Brightwater water supply network has capacity to support development within these sites. Upgrades included in the 2024 LTP to improve general supply capacity and security for Brightwater: - Reticulation upgrades programmed for years three to five; and - Waimea Water Strategy programmed for years one to four to nine.

3.5.3. SERVICING CONSIDERATIONS - Further detailed information is found in Appendix 3	
Wastewater Servicing	The existing infrastructure can service approximately 40 additional bedrooms within these sites. Upgrades included in the 2024 LTP to improve wastewater services for these sites include: - Waimea trunk main project, parts A, B and C), programmed for year 11. Further upgrades that are not currently included in the 2024 LTP, that will be needed to service these sites include: - Trunk main upgrades - Local upgrades of pipes likely needed in some areas - Upgrade the Sommerville Lane wastewater pump station.
Stormwater Servicing	Some areas within these sites are already serviced to 10% AEP events. Some areas are also serviced for a 1% AEP event. Funding is available in the 2024 LTP to support further pipe upgrades within these sites to service intensification.
Transportation/Roading Servicing	This intensification area is in comfortable walking distance to the Brightwater village centre, and the Great taste trail runs through the area, enabling good cycling connectivity to Richmond and Wakefield. There is also an eBus service departing six daily trips in each direction per weekday. **Indicative Items:** No new indicative items are proposed within this PC81 area.

3.5.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal.

3.5.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to comments above in Section 4.1.5 and Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. These sites are located either in close proximity or adjoining to the Brightwater Recreation Reserve and the Brightwater Village Green.

3.5.6. PRODUCTIVE LAND

T-002 and T-103 have underlying LUC1 and LUC3 Soils, however, are currently zoned Residential and used for urban purposes. In accordance with Clause 3.5(7) of the NPS HPL, due to the existing urban zoning, the sites do not meet the definition of Highly Productive Land.

3.5.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies, or areas of high biodiversity located within, or in close proximity to, these sites.

An unconfined aquifer is located under these sites. A confined aquifer if also located deeper under these sites. The serviced sites should have no effect on the aquifers.

3.5.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-002 and T-103

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Preferred):** Rezone both sites from Residential Zone to Medium Density Residential Zone (MDRZ).

Costs and Constraints

If Option 1 is chosen and the current Residential zoning is retained, the sites would continue to be used for standard density housing. While this maintains the existing character and avoids any immediate change, it does not address the identified shortfall in housing land capacity in Brightwater, nor does it enable more efficient use of land close to the town centre. The current zoning would not trigger infrastructure upgrades, and the opportunity to provide new housing and support community growth would be lost. The sites are not subject to flood hazards from the Wairoa River or Mt Heslington Stream, but modelling under a predicted future climate (1% AEP in 2090) shows two small areas near Fairfield Street and Bryant Road as subject to shallow flood flows or ponding. Incident rainfall/stormwater may impact these sites in extreme

events, depending on the performance of the urban stormwater reticulation and management of secondary flow paths. The sites are not subject to land instability or earthquake hazards.

Under Option 2, rezoning to MDRZ would enable medium density residential development, supporting intensification in a location close to transportation corridors, amenities, and the town centre. Some areas within these sites are already serviced to 10% AEP events, and some are also serviced for a 1% AEP event. Funding is available in the LTP to support further pipe upgrades within these sites to service intensification. The existing Brightwater water supply network has capacity to support development, with upgrades planned for reticulation and the Waimea Water Strategy. The existing wastewater infrastructure can service approximately 40 additional bedrooms, with further upgrades planned for the Waimea trunk main project and local pipes. The sites have underlying LUC1 and 3 soils, but are currently zoned Residential and used for urban purposes, so they do not meet the definition of Highly Productive Land under the NPS-HPL.

Benefits and Opportunities

Option 2 provides much-needed residential land to support Brightwater's projected growth, helping to address the district's housing shortfall. The MDRZ enables more efficient, higher-yield development, and supports walkability and access to amenities. The focus on central areas close to transportation corridors and amenities in the town centre, with larger lots and older housing stock, means that intensification can occur where it is most beneficial. Urban design and managing cross-boundary/reverse sensitivity effects are addressed by using street boundaries to minimise adverse effects on neighbouring areas that will remain as residential zone. The sites are located either in close proximity or adjoining to the Brightwater Recreation Reserve and the Brightwater Village Green, enhancing amenity and supporting community wellbeing.

Effectiveness and Efficiency

Rezoning to MDRZ is highly effective in delivering on the FDS and supporting local housing supply. It is an efficient use of land in a strategic location, with infrastructure and environmental constraints managed through planned upgrades and site-specific design. The approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid adverse effects on the environment. The MDRZ enables a greater diversity of housing typologies and supports the district's long-term growth strategy.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the timing and delivery of infrastructure upgrades, particularly for wastewater and stormwater. The risk of acting (rezoning) includes the potential for servicing challenges, but these can be managed through resource consent conditions, developer contributions, and coordination with Council's infrastructure planning. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for intensification, limit the district's ability to meet housing demand, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Brightwater. The sites are not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-002 and T-103 to Medium Density Residential Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed intensification, and makes efficient use of land that is already urban in character. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for residential intensification in Brightwater.

3.5.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects).
  Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

4. Wakefield

Context to residential and business land demand in Wakefield

The context for Richmond's residential and business land demand above provides the explanation on why the town of Wakefield forms part of the Nelson Tasman urban environment and Council's legal obligations to provide for growth.

Similar to Brightwater, during the next 10 years there is demand for nearly 300 dwellings in Wakefield (87 of which are attached dwellings) and a further 660 dwellings between 2035-2054 (191 of which are attached dwellings).

Over the next 10 years to 2034, there is a shortfall of housing land capacity in Wakefield, amounting to 70 dwellings. This is due to insufficient infrastructure being provided in time. Some of this shortfall can be provided in Richmond during this period, but not all. With the Waimea Plains Water and Wastewater infrastructure project, sufficient housing land can be provided in Wakefield in the long term (2035-2054).

Over the next 10 and 30 years, Wakefield is also unable to provide for most of the demand for attached dwellings. This is despite the proposals contained within PC81 and so future plan changes will also need to address this.

The growth strategy for Wakefield in PC81 is new sites in and around the centre, through managed greenfield expansion, including some medium densities on the eastern urban edge of Wakefield and some intensification close to the centre. This is to enable more efficient use of land and infrastructure while diversifying housing options to cater to a range of community needs.

PC81 also proposes an area of light industrial activity in Wakefield. In the next ten years Wakefield will have insufficient light industrial land to meet demand without this site being rezoned.

These sites all form part of the adopted FDS. The proposed rezoning balances the need for housing intensification, managed expansion and further light industrial provision, with the efficient use of existing infrastructure and alignment with regional growth objectives.

4.1. Wakefield – T-29a, T-29c and T-30 Wakefield town centre intensification

Area Name:	Wakefield
Town/Location:	Wakefield
Current Zone:	T-29a and T-30: Residential Zone T-29c: Light industrial Zone
Estimated Yield:	48 dwellings over 30 years
Area (ha):	17.5

Recommended Zoning Change:

T-29a and T-30: Residential to Medium Density Residential Zone

T-29c: Light industrial to Medium Density Residential Zone

Add Outline Spatial Plan overlay to part of area.



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

4.1.1. PLANNING BACKGROUND

These sites have been zoned Residential, Commercial and Light industrial since the TRMP's inception.

The FDS identifies the growth of central Wakefield through intensification. The focus is on central areas that are close to transportation corridors, are close to amenities in the town centre, have larger lots and older housing stock. The FDS identifies managed expansion of Wakefield for both residential and light industrial purposes adjacent to the existing built-up area and the State Highway. Sites T-29 and T-30 formed part of the adopted FDS.

Plan Change 76 Wakefield Growth is operative from 4th August 2025. This plan change provides additional land for residential housing of a variety of densities within the proposed 'Wakefield Development Area' in Edward Street. This area was also partly in the adopted FDS (T-107).

The site boundaries have been determined taking into account a number of factors. This includes, where possible, street boundaries are used for intensification to minimise adverse effects on neighbouring areas that will remain as residential zone.

4.1.1. PLANNING BACKGROUND

There are no historic buildings or NZAA sites located within these sites. A protected tree (T595) is located at 66 Whitby Road, within site T-29c. A protected tree (T567) is also located at 39 Pitfure Road, within site T-29a.
These sites are located within the existing Fire Sensitive Area. This is appropriate for the proposed Medium Density Residential Zoning.

Outline Spatial Plan
Some larger lots require structural subdivision and important linkages. As such an OSP has been developed to guide development and provide an anticipated future structure that is enabled by the proposed rules in Section 16.3.3A.

4.1.2. NATURAL HAZARDS CONSIDERATIONS

Approximately half of these sites (most of T-30) is located on a terrace elevated some 3 to 4 metres above the remainder of the sites to the northwest. This area is sufficiently elevated such that it is not subject to flood hazards from the Wai-iti River or Eighty-eight Valley Stream.

Council's flood/stormwater modelling shows that the lower lying northwestern half of these sites (T-29a, and T-29c and the northern and northwestern edge of T-30) is subject to relatively shallow ponding and overland flood flows in places during extreme rainfall events. The modelling shows these flood flows as being derived from incident rainfall and flood flows originating from Eighty-eight Valley Stream. The modelled overland flowpath from Eighty-eight Valley Stream is based on the LiDAR derived DEM. Parts of this flow pathway are obscured by vegetation and the DEM, and of such overland flows and ponding will be dependent on the performance of the urban stormwater reticulation and the management of secondary flow paths. These sites are not subject to land instability or specific earthquake hazards.

4.1.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	Current water infrastructure capacity is limited for further development within these sites. Upgrades included in the 2024 LTP to improve water services for these sites include: - Upgrade of the trunk water main from Brightwater to Wakefield, and upgrading source and treatment infrastructure, programmed for year four to eight.
Wastewater Servicing	Current infrastructure is expected to service infill within these sites, however, servicing more intensive multi-storey dwellings would need servicing reassessments. There are currently no projects in the 2024 LTP to upgrade infrastructure, to support intensification within these sites.

4.1.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Stormwater Servicing	These sites are not currently serviced to 10% AEP events. Upgrades included in the 2024 LTP to improve stormwater services for these sites include: - Pipe upgrades to support infill housing, programmed for years four to five. Some areas within these sites have 1% AEP event flow or ponding that will need to be mitigated and could potentially limit development.
Transportation/ Roading Servicing	This site is close to the Wakefield village centre. Intensification of an existing urban area which includes both business and residential areas results in more people living closer to facilities and activities, meaning that trips are shorter, and easier to walk or cycle. The operational performance of the Arrow Street / SH6 intersection will need to be evaluated in the context of increased development. The Pitfure Road / SH6 intersection is also likely to require upgrades. **Indicative Items:** No new indicative items are proposed within this PC81 area.

4.1.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal.

4.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. These sites are adjoining or in close proximity to the Wakefield Hall Reserve, the Library and Memorial Gardens and the Whitby Green. Faulkner Bush is also located in close proximity.

4.1.6. PRODUCTIVE LAND

Sites T-29a, T-29c and T-30 have underlying LUC3 Soils, however, are currently zoned Residential, Commercial and Light Industrial, and used for urban purposes. In accordance with Clause 3.5(7) of the NPS HPL, due the existing urban zoning, the sites do not meet the definition of Highly Productive Land.

4.1.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies or areas of high biodiversity located within, or in close proximity to, these sites.

There is no appreciable groundwater under these sites. As this is a recharge area, discharges will need to be managed appropriately (utilising the council reticulated system).

4.1.8. HERITAGE CONSIDERATIONS

Edward Street and Whitby Way have some recognised heritage value and historic character. Properties that front these streets have been removed from the proposed MDRZ so as to not allow additional development opportunities. The intention is to reintroduce these areas for rezoning, but accompanied by a character overlay that will ensure that new buildings meet and appropriate historical character outcome.

4.1.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-29a, T-29c and T-30

Summary of Options

- **Option 1**: Retain the status quo and keep the existing Residential and Light Industrial zoning.
- **Option 2** (Preferred): Rezone T-29a, T-29c, and T-30 to Medium Density Residential Zone, with an Outline Spatial Plan overlay.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Option 2 is the preferred approach, as it aligns with the Future Development Strategy (FDS), the servicing realities, and the physical and community context of Wakefield.

Costs and Constraints

Retaining the current zoning would maintain the existing mix of residential and light industrial land use, but would not address the identified need for housing intensification and managed expansion in Wakefield. The current zoning would not trigger infrastructure upgrades, and the opportunity to provide new housing and support community growth would be lost. Approximately half of these sites (most of T-30) is located on a terrace elevated above the remainder of the sites to the northwest, which is not subject to flood hazards from the Wai-iti River or Eighty-eight Valley Stream. However, the lower lying northwestern half of these sites (T-29a, T-29c, and the northern and northwestern edge of T-30) is subject to relatively shallow ponding and overland flood flows in places during extreme rainfall events. The modelled overland flowpath from Eighty-eight Valley Stream is based on LiDAR data, and the extent of overland flows and ponding will depend on the performance of the urban stormwater reticulation

and the management of secondary flow paths. The sites are not subject to land instability or specific earthquake hazards.

Current water infrastructure capacity is limited for further development within these sites. Upgrades included in the 2024 LTP to improve water services include an upgrade of the trunk water main from Brightwater to Wakefield, and upgrading source and treatment infrastructure, programmed for year four to eight. Wastewater servicing is expected to be sufficient for infill, but more intensive multistorey dwellings would need servicing reassessments. There are currently no projects in the 2024 LTP to upgrade infrastructure to support intensification within these sites. Stormwater upgrades are planned for years four to five, but some areas have 1% AEP event flow or ponding that will need to be mitigated and could potentially limit development. The sites are located within the existing Fire Sensitive Area, which is appropriate for the proposed Medium Density Residential Zoning.

Benefits and Opportunities

Rezoning these sites as proposed will enable the delivery of approximately 160 new dwellings over 30 years in a location identified for intensification in both the FDS and the Wakefield growth strategy. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and walkways, as well as urban design requirements for the site and wider area. The sites' proximity to existing and planned infrastructure, as well as their location near the Wakefield town centre, makes them highly suitable for medium density residential development. The plan provides for a mix of housing types and densities, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community. The integration of parks, reserves, and walkways will enhance amenity, support ecological values, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting a mixture of housing options and improved recreational access in Wakefield, while protecting the site's landscape and heritage values (noting the presence of protected trees at 66 Whitby Road and 39 Pitfure Road).

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Wakefield growth strategy, and the relevant objectives and policies of the TRPS and TRMP. By enabling medium density residential development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the sites' suitability for medium density residential development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of stormwater and flood risk, and the protection of heritage and landscape values. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for intensification, limit the district's ability to meet housing demand, and undermine the objectives of the FDS and Wakefield growth strategy. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning these sites to enable medium density residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Wakefield. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of parks,

reserves, and walkways will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-29a, T-29c, and T-30 (Wakefield town centre intensification) as proposed—Medium Density Residential Zone, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Wakefield growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Wakefield. The risks associated with servicing, environmental management, and heritage protection are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

4.1.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects).
  Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

4.2. Wakefield – T-108 412 Main Road/Bird Lane, Spring Grove

Area Name:	Wakefield
Town/Location:	Wakefield
Current Zone:	Rural 1
Estimated Yield:	13 hectares of Light Industrial Land
Area (ha):	13

Recommended Zoning Change:

T-108: Rural 1 Zone to Deferred Light Industrial Zone

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

4.2.1. PLANNING BACKGROUND

Site T-108 has been zoned Rural 1 since the TRMP's inception.

Site T-108 forms part of the adopted FDS. While the site comprises highly productive land, this was highlighted in public consultation on the FDS. Wakefield has a shortage of industrial land over the next 10 years. The proposed rezoning balances the need for further business provision, to complement the housing growth proposed, so that jobs are provided in the town for some future residents.

This site is bordered by a mix of rural lifestyle, residential, light industrial and rural uses. The river is also located along the northern boundary of the site. The residential uses are located across the road, along part of Bird Lane, in a Rural 1 deferred residential area.

There are no NZAA sites or heritage buildings located within this site. Two protected trees (T622 and T547) are located within the site, along the Main Road Spring Grove boundary.

This site is outside of the Fire Sensitive Area. Discharge rules applying to areas outside of Fire Sensitive and Fire Ban areas are considered to be sufficient for this deferred site. It is likely that there will be a future separate plan change to extend the Fire Sensitive Area over this site.

4.2.2. NATURAL HAZARDS CONSIDERATIONS
The northwestern end of this site extends onto a lower terrace and is subject to flood hazard from the Waiiti River. With mitigation, the area subject to flood hazard could be reduced (such as provision of a constructed flood way across the site). The remainder of the site is not subject to flood hazards. The site is not subject to land instability or specific earthquake hazards **Outline Spatial Plan** As a greenfield site, an OSP has been developed to guide development and provide an anticipated future structure that is enabled by the proposed rules in Section 16.3.3A.

4.2.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	Current water services for additional development within this site is limited. Upgrades included in the 2024 LTP to improve water services for these sites include: - Upgrade of the trunk water main from Brightwater to Wakefield, and upgrading source and treatment infrastructure, programmed for year four to eight.
Wastewater Servicing	Capacity improvements depend on the Waimea trunk main upgrade which are included in the 2024 LTP.
Stormwater Servicing	There is no infrastructure in place for this site to manage a 10% or 1% AEP event. Developers would need to determine and fund a stormwater servicing solution.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** The following indicative road is proposed; - A new indicative road is proposed extending from Bird Lane through the site to connect with the existing paper road (and formed road) adjoining 25 Bird Lane.

4.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi highlighted that proximity to the river may suggest occupation and hence a request for iwi monitoring for any excavations. Ngā iwi are also interested in potential stormwater runoff from the industrial area and the developer led solution.

4.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** An indicative walkway is proposed to provide this site with access down to the River.

4.2.6. PRODUCTIVE LAND
Site T-108 is currently zoned Rural 1 and has underlying LUC 3 category soils. Therefore, in accordance with Clause 3.5(7) of the NPS HPL, this site meets the definition of Highly Productive Land. Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include: • the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD • there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment • the benefits of re-zoning the land outweigh the costs of the loss of the HPL T-108 is considered to meet these criteria. The conclusion is reinforced by recent case law that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change.

4.2.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or areas of high biodiversity located within, or in close proximity to, this site. A river runs along the back of the site, and an ephemeral channel runs through the site. Setbacks to the river need to ensure potential for adverse effects from increased earthworks and sedimentation are mitigated. When this site is developed, it is likely that restoration around the river will be required.

There is a productive unconfined aquifer under this site, therefore, discharges will need to be managed carefully. If developers use groundwater they will need to obtain a resource consent to the wai-iti dam to access this groundwater.

4.2.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-108

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 zoning.
- **Option 2** (Preferred): Rezone to Deferred Light Industrial Zone, with an Outline Spatial Plan overlay.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Option 2 is the preferred approach, as it aligns with the Future Development Strategy (FDS), the servicing realities, and the strategic need for employment land in Wakefield.

Costs and Constraints

Retaining the current Rural 1 zoning would maintain the land for rural and productive use, but this approach does not reflect the strategic direction of the FDS, which identifies the site as suitable for light industrial zoning. The site is 13 hectares and is located on the floodplain of the Wai-iti River. Flood modelling shows that the northwestern end of the site extends onto a lower terrace and is subject to flood hazard from the river. With mitigation, the area subject to flood hazard could be reduced, such as through provision of a constructed floodway across the site. The remainder of the site is not subject to flood hazards, land instability, or specific earthquake hazards. There are no NZAA sites or heritage buildings within the site, but two protected trees (T622 and T547) are located along the Main Road Spring Grove boundary. The site is outside of the Fire Sensitive Area, but it is likely that a future plan change will extend the Fire Sensitive Area over this site.

Servicing is a key consideration. Current water services for additional development within this site are limited, but upgrades are included in the 2024 LTP to improve water services, including an upgrade of the trunk water main from Brightwater to Wakefield and upgrading source and treatment infrastructure, programmed for year four to eight. Wastewater servicing will also require upgrades, with the Waimea trunk mains project programmed for future years. There is no infrastructure in place for this site to manage a 10% or 1% AEP stormwater event, so developers would need to determine and fund a stormwater servicing solution. Transport access will require a new indicative road extending from Bird Lane through the site to connect with the existing paper road adjoining 25 Bird Lane.

Benefits and Opportunities

Rezoning T-108 as proposed will enable the delivery of approximately 50 light industrial lots (at 2,000 sq m each) in a location identified for business growth in both the FDS and the Wakefield growth strategy. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and stormwater management. The site's proximity to existing and planned infrastructure, as well as its location near the Wakefield town centre and residential areas, makes it highly suitable for light industrial development. The plan provides for a modest expansion of employment land, which will help address the district's shortfall in industrial capacity and

support a more diverse and resilient local economy. The inclusion of an indicative walkway to provide access down to the river will enhance amenity and support ecological values. The rezoning also responds to community feedback supporting more business opportunities and improved access to services in Wakefield.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Wakefield growth strategy, and the relevant objectives and policies of the TRPS and TRMP. By enabling light industrial development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for light industrial land and integrating stormwater management and recreational linkages, the plan supports both economic and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for light industrial development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable light industrial development—relate to the timing and delivery of servicing, the management of flood risk, and the need to ensure appropriate ground levels for future climate scenarios. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for business growth, limit the district's ability to meet industrial demand, and undermine the objectives of the FDS and Wakefield growth strategy. Not acting would also miss the opportunity to deliver integrated stormwater and recreational enhancements in the area.

Economic Benefits and Employment

Rezoning T-108 to enable light industrial development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Wakefield. By increasing the supply of employment land, the plan will help attract and retain businesses, support local employment, and provide services for both residents and visitors. The integration of stormwater management and recreational linkages will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-108 (412 Main Road/Bird Lane, Spring Grove) as proposed—Deferred Light Industrial Zone, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Wakefield growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional employment land, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable economic growth in Wakefield. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and business development.

4.2.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.

- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

4.3. Wakefield – T-194a, T-194b, and T-194c 144 and 200 Whitby Road

Area Name:	Wakefield
Town/Location:	Wakefield
Current Zone:	T-194a: Rural 1 Zone T-194b and T-194c: Rural 2 Zone
Estimated Yield:	180 dwellings (T-194a and T-194c) 92 dwellings (T-194b)
Area (ha):	18.8

Recommended Zoning Change:

T-194a: Rural 1 to Rural 1 deferred Medium Density Residential Zone

T-194c: Rural 2 to Rural 2 deferred Medium Density Residential Zone

T-194b: Rural 2 to Rural 2 deferred Residential with the Wakefield Development Area overlay

Add Outline Spatial Plan overlay





Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

4.3.1. PLANNING BACKGROUND

Site T-194 has been zoned Rural 1 and Rural 2 since the TRMP's inception.

The FDS identifies the growth of Wakefield through central intensification and managed expansion through medium density. Site T-194 formed part of the FDS as a greenfield residential site to be developed at medium density.

Under PC81, sites T-194a and T-194c are proposed for medium density, closer to the existing built up area. This area has been identified as part of a broad Outline Spatial Plan which guides the future development of the MDRZ area and Light Industrial Zone at T-108, and integration with existing zoned residential areas.

Site T-194b is proposed for residential under the Wakefield Development Area overlay, similar to the adjoining site to the west that forms part of plan change 76.

Growth Plan Change 76 for Wakefield is operative from 4 September 2025. This plan change provides additional land for residential housing of a variety of densities within the proposed 'Wakefield Development Area' in Edward Street. Part of this site is also in the adopted FDS (site T-107).

There are no NZAA sites, protected trees or heritage buildings within these sites.

These sites are not located within the Fire Sensitive Area. Discharge rules applying to areas outside of Fire Sensitive and Fire Ban areas are sufficient for these sites. It is likely that there will be a future separate plan change to extend the Fire Sensitive Area over these sites.

Outline Spatial Plan
As a greenfield site utilising the MDRZ, an OSP has been developed to guide development and provide an anticipated future structure that is enabled by the proposed rules in Section 16.3.3A.

4.3.2. NATURAL HAZARDS CONSIDERATIONS
Council's flood/stormwater modelling show that parts of site T-194a and T-194c are subject to shallow flooding during extreme rainfall events. Such flooding is derived from incident rainfall and overland flood flows from the Pitfure Stream. It is expected that this flooding is able to be managed through appropriate design of the development and provision of stormwater reticulation. Site T-194c is the former railway formation and parts of the raised embankment remain in places. Site T-194b is located on a terrace elevated some 5 metres above the active flood plain of the Pitfure Stream. As such the site is not subject to flood hazards from the Pitfure Stream. Immediately to the southeast of the site a small catchment drains northwestwards. Two dams and associated ponds have been constructed in this catchment. A dam break assessment[2] has been undertaken and concluded that approximately half of T-194b would be inundated in a dam break potentially exposing property and/or life to a safety risk should the dams break. Site T-194b is therefore proposed to defer the land until sufficient evidence is provided demonstrating that any risk posed from the dam to downstream residential areas has been effectively mitigated or eliminated. Sites T-194a, T-194b and T-194c are not subject to land instability or specific earthquake hazards.

4.3.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	Current water capacity is limited for these sites. Upgrades included in the 2024 LTP to improve water services for these sites include: - Upgrade of the trunk water main from Brightwater to Wakefield, and upgrading source and treatment infrastructure, programmed for year four to eight.
Wastewater Servicing	Upgrades are included in the 2024 LTP to improve wastewater services for this site. There is no infrastructure in place or planned in the 2024 LTP around Higgins Road. The developer would be required to fund the infrastructure and connections there.
Stormwater Servicing	Currently no infrastructure in place for these sites to service a 10% AEP event, developers would need to determine and fund this. Developers will need to take into consideration mitigation needed to manage some flow paths and ponding areas within these sites.
Transportation/ Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules.

[2] PC81 Dam Break Assessment – 335 Higgins Road Irrigation Dam. Tonkin and Taylor. August 2025.

4.3.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
	Indicative roads are added through the Outline Spatial Plan which will ensure an effective road and active transport layout.

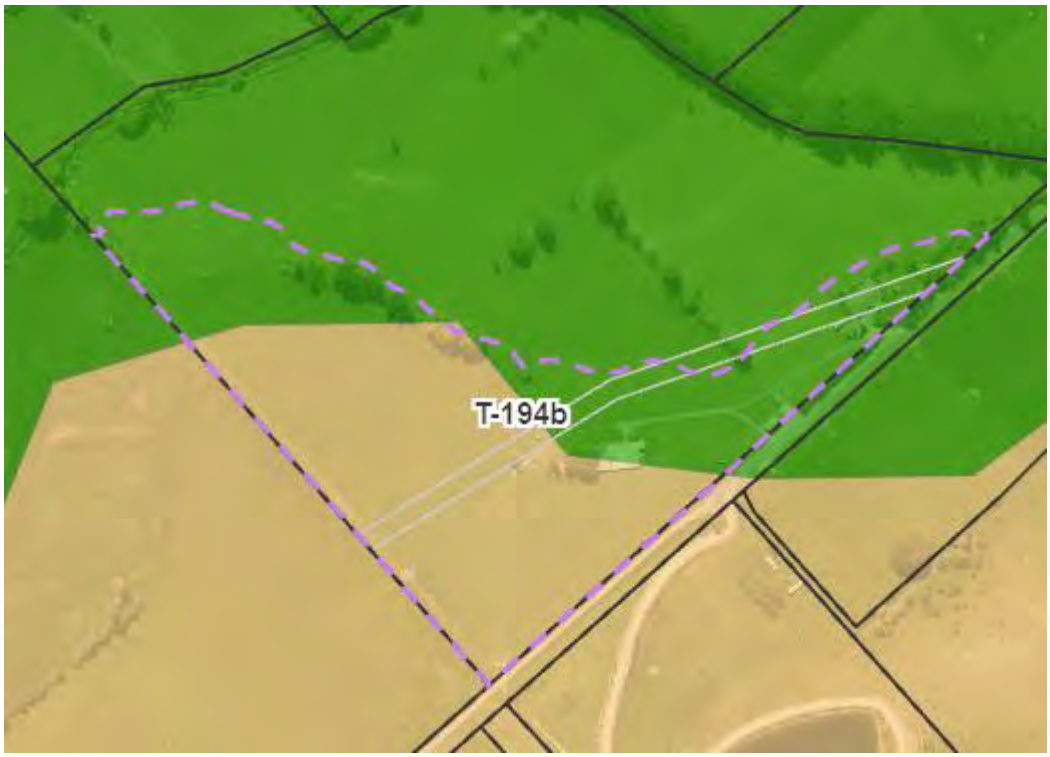
4.3.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal.

4.3.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items**: A neighbourhood park (approx. 2500^2) is proposed within T194a to provide recreational opportunities for the residents.

4.3.6. PRODUCTIVE LAND

T-194a and T-194c have underlying LUC3 Soils, and are currently zoned Rural 1 and Rural 2. Therefore, in accordance with Clause 3.5(7) of the NPS HPL, these sites meet the definition of Highly Productive Land. The productivity of these sites is limited by the State Highway.

T-194b is currently zoned Rural 2. The site consists of both LUC6 soils and LUC3 soil (the green area shown in the image below). In accordance with Clause 3.5(7) of the NPS HPL, the area of the site consisting of LUC6 category soils does not meet the definition of Highly Productive Land. However, the area of the site (approximately 22,785m2) consisting of LUC3 category soil does meet the definition of Highly Productive Land.



4.3.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies or areas of high biodiversity located within, or near, this site.

There is no groundwater available to be allocated under these sites. A deep Moutere aquifer is located under T-194b (too deep to be affected by any discharges).

An aquifer is located under sites T-194a and T-194c, however it is not very productive. Discharges from these sites will be managed and consider the potential effect of runoff flowing into the unconfined aquifer to the north of the sites. The Council wastewater system should be utilised here to reduce the risk of contaminated shallow groundwater (higher risk due to clay soils).

4.3.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-194a, T-194b, and T-194c

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 and Rural 2 zoning.
- **Option 2 (Preferred):** Rezone T-194a and T-194c from Rural 1 and Rural 2 to deferred Medium Density Residential Zone, and T-194b from Rural 2 to Residential Zone.
- **Option 4:** Apply or amend spatial layers (other than zones), with two permutations:
    - **4a:** Implement an Outline Spatial Plan (OSP) for the area.
    - **4b (Preferred):** Include the area in the Wakefield Development Area overlay (rather than an OSP), as the site is standard residential and contiguous with an adjoining area already in the Wakefield Development Area.

Costs and Constraints Option 1 would maintain the land as Rural 1 and Rural 2, preserving it for rural and productive use. However, this would not address the identified shortfall in housing land capacity in Wakefield. No infrastructure upgrades would be triggered, and the opportunity to provide new housing and support community growth would be lost. Parts of T-194a and T-194c are subject to shallow flooding during extreme rainfall events, but this can be managed through appropriate design and stormwater reticulation. Water supply is currently limited, but upgrades are planned in the 2024 LTP. Wastewater and stormwater servicing will require upgrades and developer-led solutions. The sites are classified as Highly Productive Land (LUC 3 for T-194a and T-194c, and part of T-194b), but the Government has signalled its intention to remove LUC 3 land from the NPS-HPL definition, and the need for housing in Wakefield outweighs the loss of productive land.

Option 2 would allow for the development of approximately 300 residential lots. Deferred zoning ensures development only proceeds when infrastructure is available and flood mitigation is addressed. The inclusion of a neighbourhood park and indicative roads will enhance amenity and connectivity for new residents. The sites are well-located near existing urban areas and transport corridors, supporting efficient development. The productivity of these sites is limited by the State Highway, and parts of the sites have already been developed or are adjacent to existing urban areas.

Option 4a (OSP) would provide a detailed spatial framework for the area, guiding the layout of roads, reserves, and infrastructure. However, as the site is not proposed for MDRZ and is contiguous with an area already in the Wakefield Development Area, a full OSP may not be necessary or efficient. Option 4b (Wakefield Development Area overlay) is preferred, as it provides a consistent planning approach for standard residential zoning, ensures integration with the adjoining area, and allows for coordinated infrastructure and amenity provision without the complexity of a separate OSP.

Benefits and Opportunities Option 1 preserves productive rural land but does not create new housing or support community growth. Option 2 provides much-needed residential land to support Wakefield's projected growth, helping to address the district's housing shortfall. Deferred zoning ensures development only proceeds when infrastructure is available and flood mitigation is addressed. The inclusion of a neighbourhood park and indicative roads will enhance amenity and connectivity for new residents. Option 4b (Wakefield Development Area overlay) enables coordinated planning and infrastructure delivery across contiguous residential areas, supporting a more efficient and integrated urban form.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed urban growth. It is an inefficient use of land given the strategic need for residential land in Wakefield. Option 2 is highly effective in delivering on the FDS and supporting local housing supply. It is an efficient use of land in a strategic location, with infrastructure and environmental constraints managed through deferred zoning and site-specific design. Option 4b (Wakefield Development Area overlay) is the most efficient spatial layer, as

it leverages existing planning frameworks, avoids duplication, and ensures integration with the wider Wakefield residential area.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries low risk but perpetuates the shortage of residential land and limits community growth. Option 2 carries some uncertainty regarding flood mitigation and infrastructure timing, but these can be managed through staging, developer contributions, and site-specific design. Not acting would perpetuate the shortage of residential land, limit community growth, and undermine the FDS and Council's obligations. Option 4b (Wakefield Development Area overlay) reduces risk by providing a clear and consistent planning framework, supporting coordinated infrastructure and amenity provision.

Economic benefits and employment Option 1 does not provide new economic or employment benefits. Option 2 supports local construction, increases the population to sustain local services and amenities, and helps Wakefield remain a vibrant, self-sustaining community. Option 4b (Wakefield Development Area overlay) further supports economic resilience by enabling efficient infrastructure delivery and supporting a cohesive residential community.

Overall appropriateness Option 2—rezoning T-194a and T-194c from Rural 1 and Rural 2 to deferred Medium Density Residential Zone, and T-194b from Rural 2 to Residential Zone—is the most appropriate planning response, with the Wakefield Development Area overlay (Option 4b) as the preferred spatial layer. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Wakefield growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Wakefield. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

4.3.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

5. Motueka and Motueka Valley

Context to residential and business land demand in Motueka

The context for Richmond's residential and business land demand above provides the explanation on why the town of Motueka forms part of the Nelson Tasman urban environment and Council's legal obligations to provide for growth.

Motueka is Tasman's second largest town and has high demand for housing and business land now and in the future. Demand for housing in Motueka is heightened by the horticultural industry's need for accommodation for seasonal workers. This seasonal worker accommodation is in addition to the Recognised Seasonal Employer Scheme, where employers need to provide their own on-site purpose built accommodation. This demand is demonstrated by the purchase of motels and backpackers in Motueka for worker accommodation.

However, Motueka has significant constraints that limit opportunities for greenfield development close to the urban area, as well as further intensification. Motueka's growth strategy provides for intensification/medium density in and near the centre, both on undeveloped sites and already developed sites and rural residential development to the west of the town, further away from the constraints the town faces.

Demand exists for 770 dwellings in Motueka over the next 10 years (224 of which are for attached dwellings) and a further 1,250 dwellings in the longer term 2035-2054 (365 of which are for attached dwellings). There is greater demand for housing in Motueka than can be provided for with available land, but this will need to be at least partly met in other locations.

Over the next 10 years, to 2034, Motueka has a significant shortfall of housing, amounting to 450 dwellings overall. Richmond can provide for some but not all of Motueka's shortfall of dwellings. In the longer term (2035-2054), Motueka's shortfall of housing can be provided for by surpluses of dwellings in Māpua and Richmond.

Motueka is unable to provide for a significant amount of the demand for attached dwellings over the 30-year period. This is despite the proposals contained within PC81.

This medium-term deficit in Motueka is due to its constraints including low-lying land, natural hazards (coastal inundation and flooding risks to the east) and highly productive land to the west, as well as the significant cost of new infrastructure. This means significant additional residential zoning in Motueka is currently not possible.

Low income and housing affordability are issues across most of the District, but Motueka and Golden Bay (Mohua) have the highest proportion of households on relatively low incomes and a greater need for affordable housing options. Council's Housing Preferences Survey 2021 (income constrained) found that the largest mismatch is observed in Motueka

where 26% of respondents would prefer to live, but given financial constraints only 11% could afford to.

The sites proposed in PC81 in Motueka all formed part of the adopted FDS.

5.1. Motueka – T-190a, T-190b, T-190c, T-190d Motueka West greenfield intensification (Whakarewa St)

Area Name:	Motueka Central
Town/Location:	Motueka
Current Zone:	T-190a: Tourist Services deferred Residential Zone T-190b: Rural 1 deferred Residential Zone T-190c and T-190d: Residential Zone
Estimated Yield:	131 dwellings
Area (ha):	9

Recommended Zoning Change:

T-190a: Tourist Services deferred Residential Zone to Tourist Services deferred Medium Density Residential Zone.

T-190b: Rural 1 deferred Residential Zone to Rural 1 deferred Medium Density Residential Zone.

T-190c: Residential Zone to Medium Density Residential Zone.

T-190d: Residential Zone to Residential deferred Medium Density Residential Zone.

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

5.1.1. PLANNING BACKGROUND

When the TRMP was first operative site T-190a was zoned Tourist services, T-190b was Rural 1, and T-190c and T-190d were Residential. Plan Change 43 to the TRMP (operative in 2014) rezoned T-190a from Tourist Services to Tourist Services deferred Residential and T-190b from Rural 1 to Rural 1 deferred Residential.

The wider site T-190 formed part of the adopted FDS. Part of T-190 (excluded from this plan change) has already been proposed for rezoning under plan change 80 Motueka West and a hearing was held in November 2024, with a decision approved by Council in February 2025. The appeal period has yet to commence. The purpose of this plan change was to rezone land from Rural 1 deferred Residential to Residential (compact density – 200 dwellings), in order to enable medium density housing. Funding from Central Government's infrastructure acceleration fund was secured for this area of Motueka West.

Site T-190 as a whole represents the best option for Motueka to provide for medium density near the centre, on greenfield land. This site was identified in Council's first FDS (as well as the FDS) and was prioritised in Council's adopted intensification action plan 2020.

As noted above part of the site has progressed for rezoning more quickly, due to securing some funding from Central Government for infrastructure.

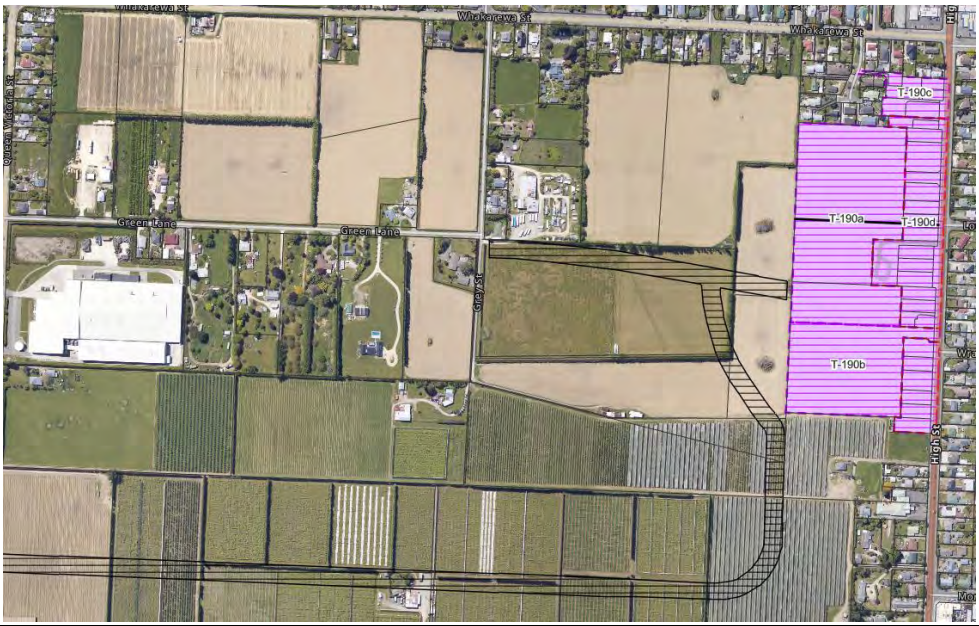
The remainder of the site proposed for rezoning as part of PC81 comprises T-190a and T-190b proposed for medium density and T-190c and T-190d (properties currently owned largely by Kāinga Ora), for redevelopment at medium density. As a greenfield MDRZ site, an Outline Spatial Plan has been developed which addresses access requirements to High Street and redevelopment requirements for the existing dwellings fronting High Street. Many of the dwellings fronting High Street are owned by Wakarewa Trust which owns the existing land on the western side. Therefore, there are strong opportunities for comprehensive redevelopment of much of this land.

There are no NZAA sites, protected trees or heritage buildings located within sites T-190a, T-190b and T-190c. There is no heritage buildings located within T-190c, but there is a NZAA site (N27/104) and protected tree (T321) located at 328 High Street. The NZAA site is an artefact find, recorded as Māori and Indigenous pre-1769. The protected tree is a Totara.

Site T-190a, T-190c and T-190d are within the existing Fire Ban Area. Site T-190b is partly within the Fire Ban area and partly within the deferred Fire Ban Area. The Fire Ban deferred Area within T-190b is suitable given the proposed deferred zoning. The Fire Ban Area is appropriate for the proposed Medium Density Residential Zone.

5.1.2. NATURAL HAZARDS CONSIDERATIONS
These sites are afforded a level of protection from flood hazards by the Motueka Stopbanks. A stopbank breach in the vicinity of the western end of Whakarewa Street can result in overland flood flows through these sites. The stopbanks are designed and constructed to contain only a 2% AEP flood with 0.6 metres freeboard. The recent refurbishment works undertaken by Council are only to increase the stopbanks resilience and restore their capacity to 2% AEP. The works have not increased the level of protection that the stopbanks provide. As with much of Motueka, incident rainfall may result in overland flows and surface ponding in low lying areas. These sites are within a location where seismic liquefaction hazards are considered possible in places.

5.1.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	There is sufficient capacity in the Motueka Water Supply to service these sites, and there are adequate trunk mains in Whakarewa (Grey to High Streets) and Grey streets. However, the developer would need to fund extending the network to these sites to provide water. Developer funded infrastructure needed to service these sites: - Site T-190a needs a watermain in Whakarewa Street west of Grey Street. - Site T-190b and T-190c need a watermain in High Street between Whakarewa and King Edward streets. - Site T-190c needs the water network to be extended into the site. Upgrades included in the 2024 LTP to improve water services for T-190b include: - Extending the Grey Street trunk main to King Edward Street, programmed for year four to eight.
Wastewater Servicing	There is wastewater reticulation, connections and minor capacity available for some intensification within T-190c. Reticulation in High Street will need to be replaced though, and there is limited capacity for increased connections and loading to the wastewater treatment plant. A new treatment plant and pressure reticulation reconfiguration will be needed to service this entire site.

5.1.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Stormwater Servicing	For site T-190a a major pipe upgrade has recently been completed. There is residual minor to medium level impacts from 1% AEP at this site with the current infrastructure. Development on this site will need to plan to manage site levels to control stormwater. Site T-190b drains to the south. The stormwater solution needed for this site is dependent on a potential major new floodway, however, this is not funded and there will need to be conversations and agreements between developers and landowners. T-190c generally has a low level of stormwater infrastructure. A soakage solution will most likely be required unless a mains pipe upgrade is developer funded. Site and building design will need to take into consideration the medium flow paths and flooding (up to 0.3m) within this site. T-190d is currently serviced by minor street drainage infrastructure, supplemented by a recently completed major upgrade intended to support development to the west. Flow paths and localised ponding of up to 0.5 metres during a 1% AEP might be present. These issues are anticipated to be managed through the planned redevelopment of the wider area.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. Indicative Roads are identified in the Outline Spatial Plan. Surrounding indicative roads are to be deleted as they are out of date. 

5.1.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	

5.1.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu requested iwi monitoring for excavations in this area. There is known cultural heritage significance in the area.

5.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative reserves or walkways are proposed within this PC81 area. Note: there are existing indicative reserves walkways and a stormwater reserve identified in the TRMP for the Motueka Central Area, no changes are proposed to these items. Thorp Bush is also located near the sites, to the northeast.

5.1.6. PRODUCTIVE LAND
Sites T-190a, T-190b, T-190c and T-190b have underlying LUC1 soils, however, are currently zoned Tourist Services, Rural 1 deferred Residential and Residential. In accordance with Clause 3.5(7) of the NPS HPL, due the existing urban zoning, the sites do not meet the definition of Highly Productive Land.

5.1.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
There are no wetlands, waterbodies or areas of high biodiversity located within this site. Thorpe bush is located to the northeast of site T-109c.Howoever the site itself and surrounding land is generally residential or currently orchard land. It is considered that there is potential for enhancing biodiversity on this site (planting natives). A significant unconfined aquifer is located under these sites.

5.1.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-190a, T-190b, T-190c, T-190d (Motueka West greenfield intensification (Whakarewa St))

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Tourist Services deferred Residential, Rural 1 deferred Residential, and Residential zoning.
- **Option 2 (Preferred):** Rezone all four sites to Medium Density Residential Zone (MDRZ).
- **Option 4: (also recommended)** Apply an Outline Spatial Plan (OSP) overlay to the MDRZ to guide development, access, staging, and urban design outcomes.

Costs and Constraints Option 1 would retain the current zoning for these greenfield sites, which are located on the western edge of Motueka township. While this preserves the current zoning, it does not address the identified need for additional medium density housing in Motueka, nor does it enable more efficient use of land close to the town centre. The sites are protected from most flood hazards by the Motueka Stopbanks, but a stopbank breach in the vicinity of the western end of Whakarewa Street can result in overland flood flows through these sites. The stopbanks are designed and constructed to contain only a 2% AEP flood with 0.6 metres freeboard. Incident rainfall may result in overland flows and surface ponding in low-lying areas. The sites are within a location where seismic liquefaction hazards are considered possible in places, but the underlying soils are typically gravelly. Servicing is a key constraint for both options. There is sufficient capacity in the Motueka Water Supply to service these sites, and there are adequate trunk mains in Whakarewa (Grey to High Streets) and Grey streets. However, the developer would need to fund extending the network to these sites to provide water. The wastewater treatment plant is currently at capacity for further development at sites T-190a and T-190b, and a new treatment plant and pressure reticulation reconfiguration will be needed to service the entire site. Stormwater infrastructure is limited; for T-190a, a major pipe upgrade has recently been completed, but there are residual minor to medium level impacts from 1% AEP at this site. Development will need to manage site levels to control stormwater. T-190b drains to the south and will require a major new floodway, which is not currently funded. T-190c generally has a low level of stormwater infrastructure and will likely require a soakage solution unless a mains pipe upgrade is developer funded.

Option 2 (Preferred) would rezone all four sites to Medium Density Residential Zone (MDRZ), supporting managed residential growth and helping address the district's long-term housing needs, especially for attached dwellings, which are in short supply. The sites are well-located, with good access to the town centre, public transport, and services. The change would enable approximately 102 dwellings in a location close to Motueka's centre. The sites are not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Option 4 (OSP overlay) is particularly important for Motueka West. The OSP will guide the integrated layout of roads, reserves, stormwater, and infrastructure; ensure staged development that aligns with infrastructure upgrades and environmental constraints; provide for a mix of housing typologies, urban design quality, and connectivity; address flood risk, stormwater management, and integration with the existing urban fabric; and enable coordinated delivery of open space, walkways, and community facilities. The OSP overlay provides a framework for managing these risks by requiring infrastructure and environmental solutions to be in place before development proceeds.

Benefits and Opportunities Option 1 would preserve the current zoning but would not enable new housing or make efficient use of land close to existing urban areas. It would delay growth and fail to respond to the district's housing needs. Option 2 (MDRZ) and Option 4 (OSP overlay) together provide the greatest benefits. Rezoning to MDRZ aligns with the adopted FDS and provides an opportunity to deliver much-needed housing in a location close to Motueka's centre. The OSP overlay is critical for Motueka West, ensuring that development is not only enabled but is also well-planned, staged, and integrated with infrastructure and environmental management. This approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to stormwater management and the protection of the Motueka gravel aquifer.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed growth. It is an inefficient use of land given the strategic need for residential land in Motueka. Option 2 and Option 4 are highly effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed residential growth. The OSP ensures that development is not only enabled but is also well-planned, staged, and integrated with infrastructure and environmental management. Efficiency is achieved by using existing infrastructure and land, reducing reliance on greenfield expansion, and supporting sustainable development.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 2 and Option 4 carry risks related to the provision of water supply, wastewater, and stormwater management for future residential development. The risk of acting (rezoning and applying an OSP) includes the potential for servicing challenges and flood risk, but these can be managed through the OSP, resource consent conditions, and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for residential growth, limit the district's ability to meet housing demand, and fail to implement the FDS.

Economic benefits and employment Option 1 provides little economic benefit, as it does not enable new housing or support local services. Option 2 and Option 4 will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Motueka. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall appropriateness Option 2—rezoning T-190a, T-190b, T-190c, and T-190d to Medium Density Residential Zone, with an Outline Spatial Plan overlay (Option 4)—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Motueka growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Motueka. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

5.1.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects).

Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

5.2. Motueka – T-189a 82 and 84 Pah St

Area Name:	Motueka Central
Town/Location:	Motueka
Current Zone:	Residential Zone
Estimated Yield:	10 dwellings
Area (ha):	0.5

Recommended Zoning Change:

T-189a: Residential Zone to Papakāinga Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

5.2.1. PLANNING BACKGROUND

Site T-189a has been zoned Residential since the TRMP's inception.

An area similar to T-189 formed part of the FDS 2019 and Council's adopted intensification action plan 2020. However, the intensification action plan prioritised the greenfield area in Motueka West for medium density housing development (T-190 above), acknowledging that this would be easier due to the above constraints

Site T-189a forms part of the larger adopted FDS site T-189. Site T-189 was adopted in the FDS as a brownfield intensification opportunity for Motueka. The larger site has not yet been rezoned for intensification due to further evaluation highlighting difficulties in resolving some of the constraints the area faces e.g. low-lying land and natural hazards, as well as infrastructure costs.

The property owner (Ngati Rarua Atiawa Iwi Trust Board) requested that this site be rezoned to papakāinga.

The 2023 census found that residents identifying as Māori form 10% of Tasman's population, which has grown by 66% since 2013. The Motueka ward has the highest proportion of residents identifying as Māori, at 12%. However, the Ministry of Social Development's housing waiting list for Tasman comprises a higher proportion of Māori, as a percentage of all eligible applicants, at 31% in 2023. This illustrates the difficulties

5.2.1. PLANNING BACKGROUND

some Māori face in securing a dwelling in Tasman. Council's housing for older people (101 units in total in the District) are very popular and there is a substantial waiting list for Motueka.

Tasman's 2024 Housing and Business Assessment, prepared under the NPS UD, concluded that Motueka needs housing options that meet the needs of Māori residents, enabling Māori to express their cultural traditions and norms. Historical discussions with ngā iwi o Te Tauihu have also concluded that existing TRMP provisions for papakāinga is too limited. This is something that PC81 seeks to address.

The surrounding land uses are residential. The landowner of the site has advised that the urupā at 84 Pah Street will remain and the remainder of the site will most likely be used for kaumātua flats. There are unlikely to be any reverse sensitivity effects from this site.

There are no listed NZAA sites, protected trees or heritage buildings located within this site. There is however an urupā located at 84 Pah Street. The closest heritage building is located outside of the site at 60 Atkins Street.

The site is located within the Fire Ban Area. This is appropriate for the proposed papakāinga zoning and the surrounding urban area.

5.2.2. NATURAL HAZARDS CONSIDERATIONS

Flood modelling of various stopbank breach scenarios show this site as not subject to flood hazards from the Motueka River. As with much of Motueka, incident rainfall may result in overland flows and surface ponding in low lying parts of the site.

Desktop mapping shows this site as an area where seismic liquefaction damage is possible, however the underlying soils are typically gravelly.

5.2.3. SERVICING CONSIDERATIONS

Further detailed information in Appendix 3

Water Supply Servicing	This site is currently serviced residential with a metered point of connection off the 50mm diameter rider main in Atkins Street. There is sufficient future capacity in the Motueka Water Supply for future development on this site. No Council projects are planned to upsize rider mains to support this development.
Wastewater Servicing	This site can be serviced for wastewater with existing infrastructure.
Stormwater Servicing	This site will need to be developed to manage a 1% AEP event from the old river channel. Some existing pipe infrastructure at the edge of the site may have capacity for development discharge after detention.

5.2.3. SERVICING CONSIDERATIONS Further detailed information in Appendix 3	
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area.

5.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Whakarewa Trust (Ngāti Rārua and Te Ātiawa) own this site. There is known cultural heritage significance in this area.

5.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions**; Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. The closest reserve is Wharepapa Grove Reserve to the northeast of the site.

5.2.6. PRODUCTIVE LAND
Site T-189a has underlying LUC1 soils, however, the site is currently zoned Residential and surrounded by urban uses. In accordance with Clause 3.5(7) of the NPS HPL, due the existing urban zoning, the site does not meet the definition of Highly Productive Land.

5.2.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
There are no wetlands, waterbodies or areas of high biodiversity located within, or in close proximity to, this site. A good unconfined aquifer (the Motueka gravel aquifer) is located under this site. Discharge needs to be managed from this site to protect the high-quality groundwater.

5.2.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-189a (82 and 84 Pah St)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Preferred):** Rezone the site from Residential Zone to Papakāinga Zone.

Costs and Constraints

Option 1 would retain the Residential zoning for this 0.5 ha site, which is already surrounded by residential uses and contains an urupā at 84 Pah Street. While this maintains the current use, it does not provide the flexibility needed for papakāinga development or reflect the aspirations of Ngāti Rārua and Te Ātiawa (Whakarewa Trust), who own the site. The site is not subject to flood hazards from the Motueka River, but incident rainfall may result in overland flows and surface ponding in low-lying parts of the site. Desktop mapping shows this site as an area where seismic liquefaction damage is possible, but the underlying soils are typically gravelly. There are no listed NZAA sites, protected trees, or heritage buildings within the site, but there is an urupā at 84 Pah Street.

The site is currently serviced residentially, with a metered point of connection off the 50mm diameter rider main in Atkins Street. There is sufficient future capacity in the Motueka Water Supply for future development on this site. The site can be serviced for wastewater with existing infrastructure. Stormwater management will need to address a 1% AEP event from the old river channel, and some existing pipe infrastructure at the edge of the site may have capacity for development discharge after detention. There is a good unconfined aquifer (Motueka gravel aquifer) under the site, so discharge management is important to protect groundwater quality.

Benefits and Opportunities

Option 2, rezoning to Papakāinga Zone, directly responds to the needs of the Whakarewa Trust (Ngāti Rārua and Te Ātiawa) and the wider Māori community in Motueka. The rezoning supports the district's growing Māori population and addresses the significant housing need for Māori, as evidenced by the high proportion of Māori on the housing waiting list (31% in 2023, compared to 12% of the local population). The Papakāinga Zone enables a wider range of housing and community activities that reflect Māori cultural traditions and norms, supporting intergenerational living and the expression of tikanga Māori. The site's location, surrounded by residential uses and already containing an urupā, means there are unlikely to be any reverse sensitivity issues. The landowner has advised that the urupā at 84 Pah Street will remain and the remainder of the site will most likely be used for kaumātua flats.

Effectiveness and Efficiency

Rezoning to Papakāinga Zone is effective in implementing the objectives of the TRMP and the district's housing strategy, particularly in providing for Māori housing needs and enabling papakāinga development. It is efficient because it utilises land that is already urban in character and is already serviced for water and wastewater. The approach allows for development to proceed as needed, without reliance on Council-funded servicing upgrades.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the management of stormwater and wastewater discharges, given the potential for surface ponding and the presence of a good unconfined aquifer under the site. These risks can be managed through resource consent conditions and developer requirements to protect groundwater quality. The risk of not acting is more significant: it would perpetuate the lack of suitable land for papakāinga development, limit the ability of Ngāti Rārua and Te Ātiawa to provide for their people, and fail

to implement the district's housing strategy for Māori. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Motueka. The Papakāinga Zone enables a range of activities that can support economic development within the Māori community, including small-scale enterprises and community facilities. The site is not intended for large-scale employment land provision, but the additional dwellings and activities will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-189a, 82 and 84 Pah Street to Papakāinga Zone—is the most appropriate planning response. It aligns with the district's housing strategy, supports Māori housing and cultural needs, and makes efficient use of land that is already urban in character and serviced. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for papakāinga development in Motueka.

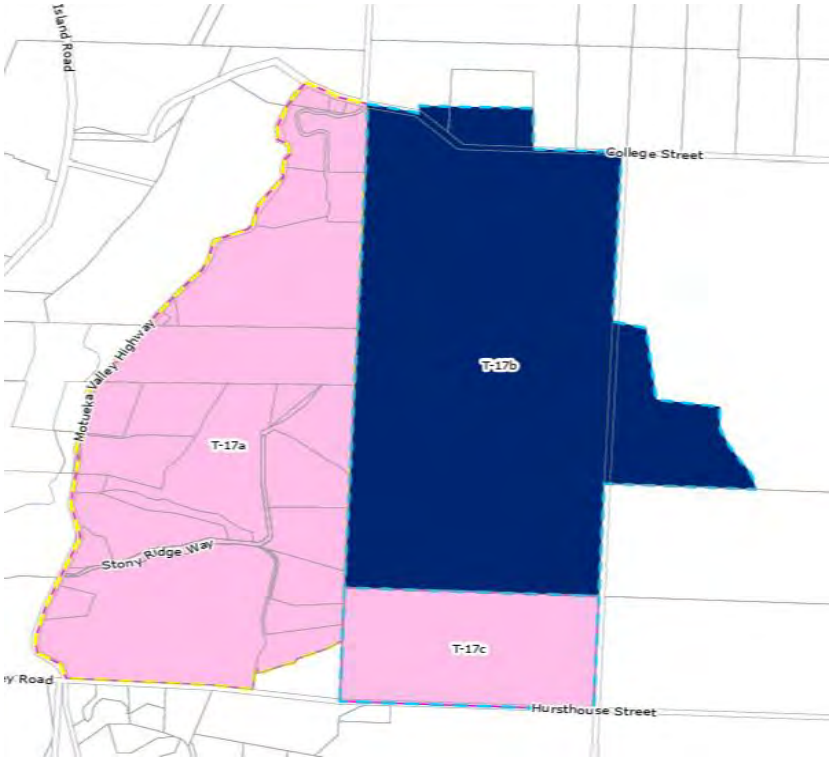
5.2.9. Assessment against TRMP Objectives and Policies

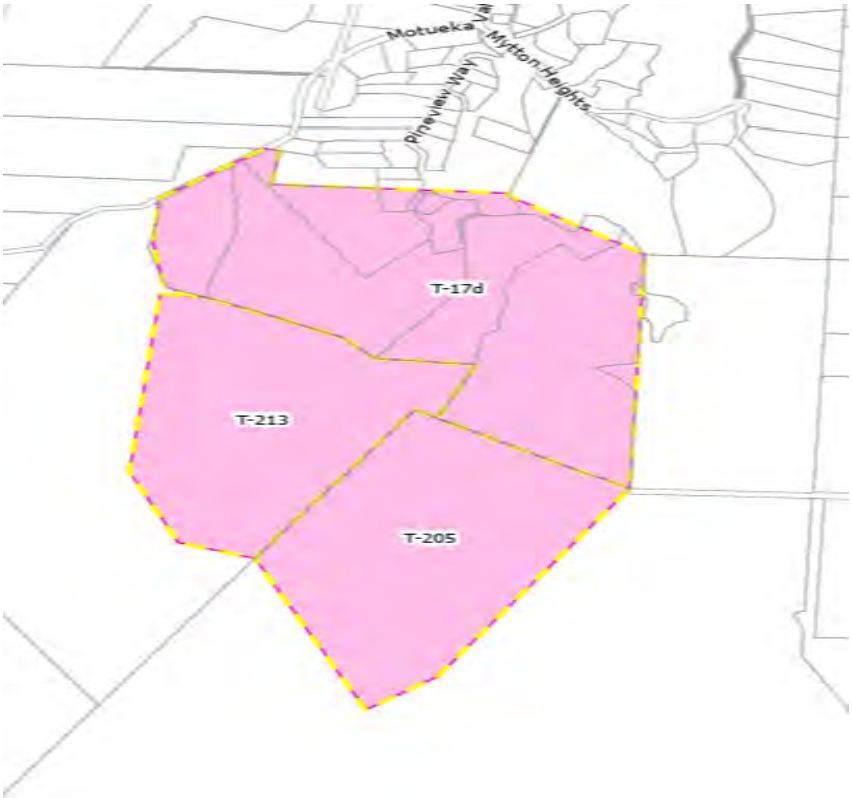
Assessment against TRMP Objectives and Policies:
The rezoning of this site to Papakāinga Zone is consistent with the objectives and policies of the TRMP, particularly those in Chapter 10A (Papakāinga Development) and Section 17.13.

- **Objective 10A.2.1** and **10A.2.2** enable papakāinga development as a taonga, supporting tāngata whenua to live on their ancestral land and exercise rangatiratanga.
- **Policies 10A.3.1–10A.3.7** support papakāinga development led by tāngata whenua, guided by tikanga Māori, and enable a range of activities and housing types, subject to site capacity and environmental effects.
- The proposal is also consistent with **Policy 7.2.3.9(k)** (cultural relationship of Māori to their land) and **Policy 6.4A.3.1** (variety of housing types).
  The proposal is considered appropriate in the context of the relevant objectives and policies of the TRMP for papakāinga development.

5.3. Motueka Valley – T-17a, T-17b, T-17c T-17d, T-213, and T-205

Area Name:	Motueka Valley
Town/Location:	Motueka
Current Zone:	T-17a, T17d, T213 and T-205: Rural 2 Zone T-17b and T-17c: Rural 1 Zone
Estimated Yield:	45 dwellings (T-17a) Unknown dwellings – Papakainga (T-17b) 21 dwellings (T-17c) 10 dwellings (T-17d) 7 dwellings (T-213) 7 dwellings (T-205)
Area (ha):	Approx 310 in total T-17a: 89 T-17b: 104 T-17c: 21 T-17d: 40 T-213: 26 T-205: 28





Recommended Zoning Change:

T-17a, T17d, T213 and T-205: Rezone from Rural 2 Zone to Rural Residential Zone

T-17b: Rural 1 Zone to Papakāinga Zone

T-17c: Rural 1 Zone to Rural Residential Zone

Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

5.3.1. PLANNING BACKGROUND

Sites T-17a, T-17d, T-213 and T-205: when the TRMP was first proposed in 1996 these parcels were proposed as Rural residential and also Rural 2 Zone. When the maps were updated in 2002 (still a proposed plan), the zoning was amended to be completely Rural 2 Zone as it is today. The proposed zoning change amendment that occurred between 1996 and 2002, would have resulted from the submission/hearing process to the then proposed Plan. This amendment aligned the proposed TRMP with the County of Waimea District Plan's zoning for the site (1989), which was Rural A Zone. Sites T-17b and T-17c have been zoned Rural 1 since the TRMP first became operative.

Given the constraints outlined above that Motueka faces for greenfield development close to the urban area, these rural residential sites and papakāinga site are proposed to the west of the town, further away from the constraints.

All these sites formed part of the adopted FDS (T-17, T-213, T-205). The difference is that site T-17b is now proposed for papakāinga rather than rural residential, following further discussions with the landowner. The landowner's intentions have become clearer in the years since the FDS was adopted.

The 2023 census found that residents identifying as Māori form 10% of Tasman's population, which has grown by 66% since 2013. The Motueka ward has the highest proportion of residents identifying as Māori, at 12%. However the Ministry of Social Development's housing waiting list for Tasman comprises a higher proportion of Māori, as a percentage of all eligible applicants, at 31% in 2023. This illustrates the difficulties some Māori face in securing a dwelling in Tasman.

Tasman's 2024 Housing and Business Assessment, prepared under the NPS UD, concluded that Motueka needs housing options that meet the needs of Māori residents, enabling Māori to express their cultural traditions and norms. Historical discussions with ngā iwi o Te Tauihu have also concluded that existing TRMP provisions for papakāinga are too limited. This is something that PC81 seeks to address.

The land between T-17a and T-17d is currently zoned Rural Residential (Mytton Heights). Motueka Valley Highway runs along the western boundary of sites T-17a and T-17d. Other surrounding landuses are mainly orchards and rural lifestyle blocks. The land uses to the south and southwest of sites T-213 and T-205 is forestry. General existing setback requirements in the TRMP will mitigate any potential reverse sensitivity issues from surrounding rural uses.

There are no historic buildings or listed NZAA sites located within or in close proximity to any of these sites. There is a protected tree (T295) located within site T-17a at 267 College Street. An urupā is located within site T17b (accessed off Chamberlain Street).

These sites are not located within the Fire Ban Area or Fire Sensitive Area. Sites T-17b and T-17c are adjacent to the existing Fire Sensitive Area. It is likely that a future separate plan change will extend the Fire Sensitive Area over these two sites.

5.3.2. NATURAL HAZARDS CONSIDERATIONS
This area comprise relatively steeply sloping land underlain by Separation Point Granite geology. These granites are typically deeply weathered at the surface and soils forming on them are susceptible to severe erosion when exposed, such as during earthworks and/or following vegetation removal. Slope failures on steeper slopes may occur if significant and prolonged rainfall results in deep saturation of the soil layer. A number of small tributary streams are present across the site. The terrain and underlying geology will constrain lot sizes. Most earthworks and building will require geotechnical input. The underlying geology presents constraints to wastewater disposal.

5.3.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	These sites are not serviced by public water supply. Council has no planned projects to extend Motueka's water supply scheme to service developments for these sites. Water supply solutions would need to be provided by the developers.
Wastewater Servicing	These sites are to be unserviced, so will not be connected to the Motueka wastewater network. Developers will need to provide onsite solutions for wastewater.
Stormwater Servicing	These sites are unserviced for a 10% AEP event. These sites generally have a minor impact from a 1% AEP event. There is a risk in a 1% AEP event that the streams on the lower terrace of T-17b will cause stop bank overtopping or failure.
Transportation/ Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** The following indicative roads are proposed; • T-17d, T-213 – a new indicative road extending through the site from Motueka Valley Highway to the paper road that extends to McBrydie Road.

5.3.4. ONSITE WASTEWATER SYSTEM CONSIDERATIONS

Further detailed information is found in Appendix 6

Sites T-17a, T-17c, T-17d, T-205 and T-213 are proposed for Rural Residential Zone (unserviced). To help determine an appropriate controlled minimum lot size for these sites, a wastewater designer has reviewed these sites and provided the following advice.

T17a:
Allowing 2000m2 for building, carparking, driveway access, cut/fill earthworks, gardens and auxiliary buildings together with 1400m2 for wastewater discharge it would be possible to have sections of a minimum lot size of 3500m2. However, allowing for the constraints of wastewater exclusion zones, steepness of terrain/topography, geotechnical constraints and difficulty of access lots sizes larger than this may be required.

T17c:
Allowing 2000m2 for building, carparking, driveway access, cut/fill earthworks, gardens and auxiliary buildings together with 1000m2 for wastewater discharge it would be possible to have sections of a minimum lot size of 3000m2. However, allowing for the constraints of wastewater exclusion zones, steepness of terrain/topography, geotechnical constraints and difficulty of access lots sizes larger than this may be required.

T17d, T205 and T213:
Allowing 2000m2 for building, carparking, driveway access, cut/fill earthworks, gardens and auxiliary buildings together with 1600m2 for wastewater discharge it would be possible to have sections of a minimum lot size of 4000m2. However, allowing for the constraints of wastewater exclusion zones, steepness of terrain/topography, geotechnical constraints and difficulty of access lots sizes a lot larger than this may be required.

Taking in the above advice, as well as advice around natural hazards and considering similar rural residential blocks across the District, the following controlled minimum lot sizes are proposed:

- 2ha for T17a
- 1ha for T17c
- 4ha for T17d, T205 and T213

5.3.5. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Development of part of this site involves the Whakarewa Trust (Ngāti Rārua and Te Ātiawa), since papakāinga proposals exist for site T-17b.

Known cultural heritage significance exists in this area.

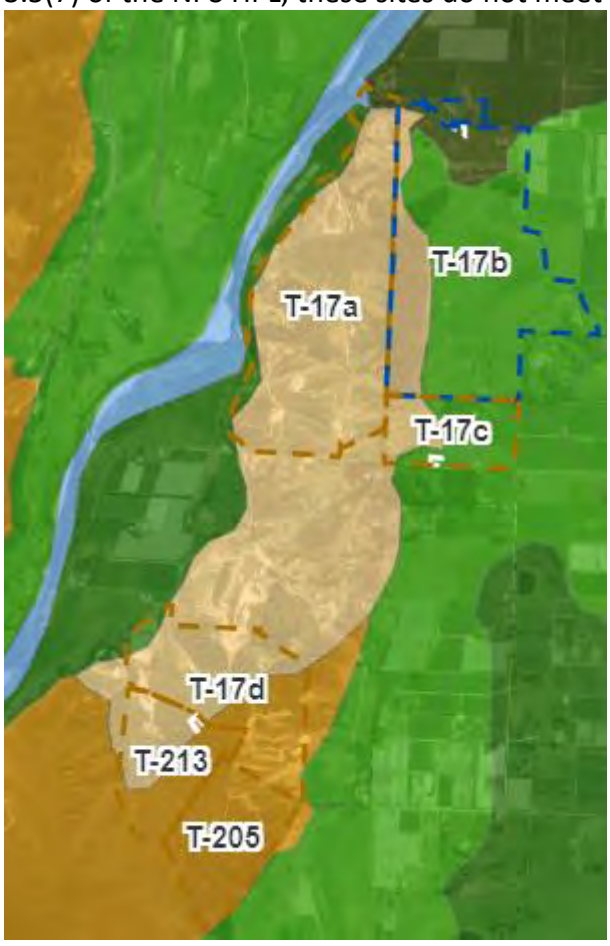
5.3.6. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** A network of new indicative walkways extending through T-17d, T-205 and T-213 to improve connections between land parcels and from road networks. A new indicative walkway is proposed to run through site T-17a and part of T-17b to provide a connection to College Street. Another new indicative walkway is proposed to run from Hursthouse Street (along the southern boundary of T-17c) towards Hurley Road (along the southern boundary of T-17a). This will provide further connections between sites. An indicative reserve is proposed to be located off one of the indicative walkways in site T-213. Given it's central location and access from the indicative walkway, this reserve can be utilised by future residents in sites T-213, T-17d and T-205. For further information, refer to Appendix 10 for a detailed open space assessment.

5.3.7. PRODUCTIVE LAND
T-17a is currently zoned Rural 2. Most of the site consists of LUC6 soils, however, a small area on the boundary of the site has underlying LUC2 soils (the green area shown in the image below). In accordance with Clause 3.5(7) of the NPS HPL, the area of the site consisting of LUC6 category soils does not meet the definition of Highly Productive Land. However, the area of the site (approximately 46,170m2) consisting of LUC2 category soil does meet the definition of Highly Productive Land. T-17b is currently zoned Rural 1. Most of the site consists of LUC3 Soils, however there are also LUC1 soils on the northern end of the site, and LUC6 soils along the western boundary of the site. In accordance with Clause 3.5(7) of the NPS HPL, due to the LUC 1 and LUC2 soils on site, most of the site meets the definition of Highly Productive Land. T-17c is currently zoned Rural 1. Most of the site consists of LUC3 soils, with LUC 6 soils along the western boundary. In accordance with Clause 3.5(7) of the NPS HPL, due to the LUC3 and LUC2 soils on site, most of the site meets the definition of Highly Productive Land.

5.3.7. PRODUCTIVE LAND

T-17d is currently zoned Rural 2. Most of the site consists of LUC category 7 and LUC6 soils. However, a small area on the western boundary of the site has underlying LUC2 soils. In accordance with Clause 3.5(7) of the NPS HPL, the area of the site consisting of LUC 6 and LUC 7 category soils does not meet the definition of Highly Productive Land. However, the area of the site (approximately 18,582m) consisting of LUC2 category soil does meet the definition of Highly Productive Land.

T-213 and T-205 are zoned Rural 2 and have underlying LUC7 and LUC6 soils. In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

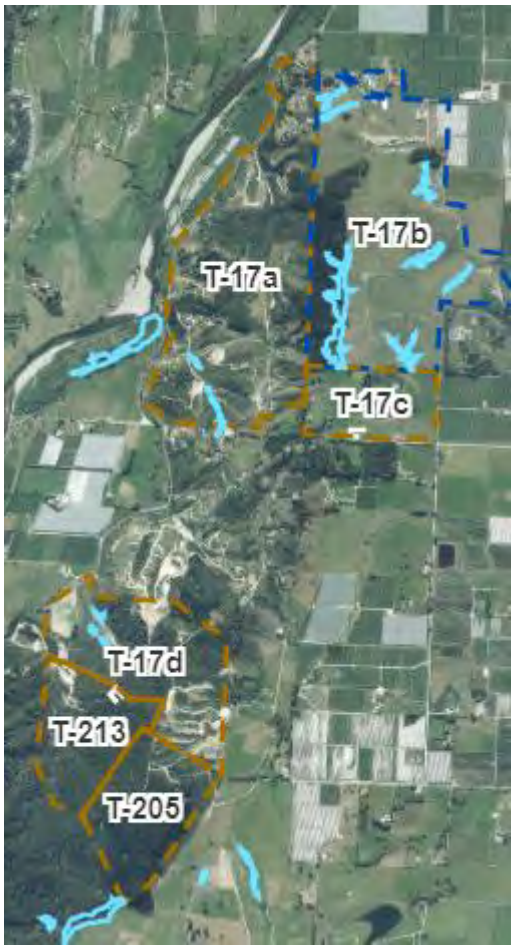


Note: Any green within the sites shows where Highly Productive Land is.

5.3.8. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are number of gullies and wetlands scattered within and around these sites, as shown in the image below (the light blue areas). It is recommended that any development within these sites will need to be setback from these wetlands to ensure sufficient protection. There are also large areas of regenerating bush throughout these sites that have been identified as restoration priorities for the district. Significant restoration planting has been undertaken on site T-17b and the wetlands across that site.



Due to the number of wetlands and regenerating bush within these sites, before any development occurs, there will be a requirement for the developer to undertake an assessment of landscape and further ecological restoration opportunities.

An ephemeral waterbody flows through site T-17c through to the bottom of site T-17b. A permanently flowing waterbody runs along part of the southern T-17c boundary. All of these sites are in the hau plains, within the recharge area.

There is no appreciable groundwater under these sites, but there is ample groundwater in the river flats in the adjacent Motueka River Valley (to the west of the sites). It would be more efficient to have a community groundwater supply here (rather than numerous private bores). There is no aquifer under these sites, however, permeability is low here, so wastewater systems need to be designed and managed appropriately.

5.3.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-17a, T-17b, T-17c T-17d, T-213, and T-205 (Motueka valley)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 and Rural 2 zoning.
- **Option 2 (Preferred):** Rezone T-17a, T-17d, T-213, and T-205 from Rural 2 Zone to Rural Residential Zone; T-17b from Rural 1 Zone to Papakāinga Zone; and T-17c from Rural 1 Zone to Rural Residential Zone.

Costs and Constraints Option 1 would retain the Rural 1 and Rural 2 zoning for these sites, which are located west of Motueka township. While this preserves the current rural character and productive land, it does not address the identified need for additional rural residential and papakāinga land in Motueka Valley, nor does it enable more efficient use of land that is already fragmented and partly developed. The area comprises relatively steeply sloping land underlain by Separation Point Granite geology, which is susceptible to severe erosion when exposed. Slope failures on steeper slopes may occur if significant and prolonged rainfall results in deep soil saturation. The terrain and underlying geology will constrain lot sizes, and most earthworks and building will require geotechnical input. The underlying geology also presents constraints to wastewater disposal. There are a number of small tributary streams and wetlands scattered within and around these sites. Any development will need to be setback from these wetlands to ensure sufficient protection. There are also large areas of regenerating bush throughout these sites that have been identified as restoration priorities for the district. Significant restoration planting has been undertaken on site T-17b and the wetlands across that site. The area is not serviced by public water supply or wastewater network; developers will need to provide onsite solutions. The sites are unserviced for a 10% AEP event, but generally have a minor impact from a 1% AEP event. There is a risk in a 1% AEP event that the streams on the lower terrace of T-17b will cause stop bank overtopping or failure.

Option 2 proposes rezoning to Rural Residential and Papakāinga, aligning with the adopted FDS and providing an opportunity to deliver a range of rural residential and papakāinga housing in Motueka Valley. This supports managed rural residential growth and helps address the district's long-term housing needs, including for Māori. The sites are strategically located west of Motueka, away from the constraints of the urban area, and are already fragmented and partly developed. The rezoning supports a more coherent rural residential and papakāinga pattern, responds to community and iwi aspirations, and enables restoration and protection of significant natural areas and wetlands. The rezoning also enables the development of papakāinga on T-17b, directly responding to the needs of the Whakarewa Trust (Ngāti Rārua and Te Ātiawa) and the wider Māori community in Motueka. The Papakāinga Zone enables a wider range of housing and community activities that reflect Māori cultural traditions and norms, supporting intergenerational living and the expression of tikanga Māori.

Benefits and Opportunities Option 1 would preserve the current zoning but would not enable new housing or make efficient use of land close to existing rural residential areas. It would delay growth and fail to respond to the district's housing needs. Option 2, rezoning to Rural Residential and Papakāinga, provides much-needed housing supply, supports managed rural residential growth, and enables papakāinga development for Māori. The sites are already fragmented and partly developed, and the rezoning supports a more coherent rural residential and papakāinga pattern, responds to community and iwi aspirations, and enables restoration and protection of significant natural areas and wetlands. The inclusion of papakāinga zoning directly supports Māori housing needs and cultural aspirations.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed rural residential growth. It is an inefficient use of land given the strategic need for rural residential and papakāinga land in Motueka Valley. Option 2 is highly effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed rural residential and Māori housing growth. It enables the delivery of additional housing in a location that is not constrained by significant hazards or infrastructure limitations that cannot be addressed through developer-led solutions. The approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid

adverse effects on the environment, particularly in relation to slope stability, stormwater management, and the protection of wetlands and regenerating bush.

Risk of Acting or not acting if there is uncertain or insufficient information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 2 carries risks related to the provision of onsite servicing, management of natural hazards (especially slope stability and stormwater), and the protection of wetlands and significant natural areas. The risk of acting (rezoning) includes the potential for servicing challenges and environmental impacts, but these can be managed through resource consent conditions, geotechnical input, and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of fragmented land, limit the district's ability to meet rural residential and Māori housing demand, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic benefits and employment Option 1 provides little economic benefit, as it does not enable new housing or support local services. Option 2 will support local construction activity and contribute to the viability of local services and amenities by increasing the rural residential and papakāinga population in Motueka Valley. The sites are not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall appropriateness Option 2—rezoning T-17a, T-17d, T-213, and T-205 to Rural Residential Zone; T-17b to Papakāinga Zone; and T-17c to Rural Residential Zone—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and TRMP, and reflects both technical advice and community aspirations. It addresses the identified need for additional rural residential and Māori housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Motueka Valley. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient rural residential and papakāinga development.

5.3.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Papakāinga Zone is consistent with the objectives and policies of the TRMP, particularly those in Chapter 10A (Papakāinga Development) and Section 17.13.

- **Objective 10A.2.1** and **10A.2.2** enable papakāinga development as a taonga, supporting tāngata whenua to live on their ancestral land and exercise rangatiratanga.
- **Policies 10A.3.1–10A.3.7** support papakāinga development led by tāngata whenua, guided by tikanga Māori, and enable a range of activities and housing types, subject to site capacity and environmental effects.
- The proposal is also consistent with **Policy 7.2.3.9(k)** (cultural relationship of Māori to their land) and **Policy 6.4A.3.1** (variety of housing types).
  The proposal is considered appropriate in the context of the relevant objectives and policies of the TRMP for papakāinga development.

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.
- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

6. Tākaka

Context to residential and business land demand in Tākaka

Tākaka does not form part of the Nelson Tasman urban environment, however Tasman's rural environment is planned for as part of PC81, as well as the urban environment. This is consistent with the approach taken in the FDS.

Tākaka falls within the Golden Bay (Mohua) ward where demand exists for 360 dwellings over the next 10 years and a further 300 between 2035-2054.

While sufficient housing land capacity exists in the Mohua ward overall for the next 30 years, without this plan change there would be shortfalls in Tākaka itself in the short and medium term. There are capacity constraints in Tākaka, until infrastructure upgrades are completed. This plan change relies on remaining capacity in the wastewater treatment plant until a new one is completed (10-13 years away). Once existing capacity is reached, further development on existing and newly zoned land will have to cease unless or until a new wastewater treatment plant is completed that provides more capacity.

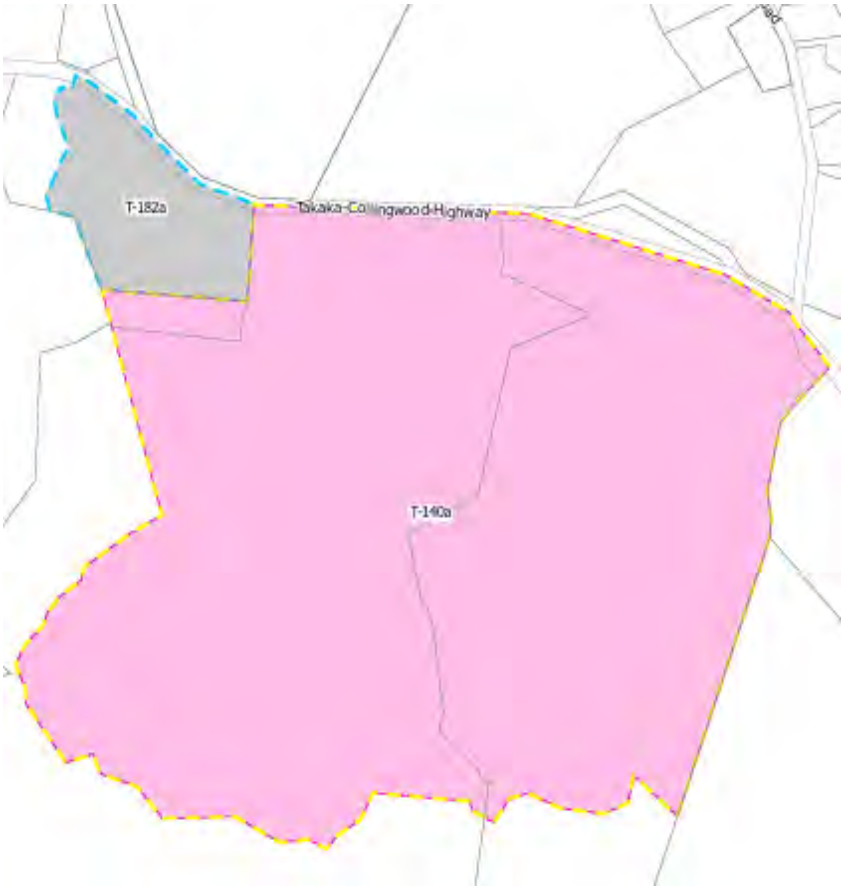
Low income and housing affordability are issues across most of the District, but Motueka and Golden Bay (Mohua) have the highest proportion of households on relatively low incomes and a greater need for affordable housing options. There is a substantial waiting list in Tākaka for Council's houses for older people.

Demand for future business land in Tākaka was estimated based on current employment numbers by industry, however there is a high degree of uncertainty in these forecasts at the rural ward level. Tasman's Housing and Business Assessment 2024 concludes that with the adopted FDS business sites, there is sufficient business land in Mohua ward as a whole. However, a recent workshop with the Golden Bay business community emphasised the lack of light industrial business land in Tākaka and it is important for Council to keep up to date with such anecdotal evidence.

Further evaluation for PC81 found that one of the adopted FDS light industrial sites in East Tākaka is now unviable in the medium term, due to the current landowner's preferences and operational constraints. In its place, PC81 therefore proposes an alternative light industrial area.

6.1. Tākaka – T-182a and T-140a 315 Tākaka-Collingwood highway

Area Name:	Tākaka - Collingwood
Town/Location:	Tākaka
Current Zone:	Rural 2 Zone
Estimated Yield:	6 hectares of light industrial land (T-182a) 42 dwellings (T-140a)
Area (ha):	T-182a 6 ha T-140a 84 ha



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

Recommended Zoning Change:

T-182a: Rezone from Rural 2 Zone to Light Industrial Zone. Add Wastewater Management Area

T-140a: Rezone from Rural 2 Zone to "Little Ōnahau" Rural Residential Zone.

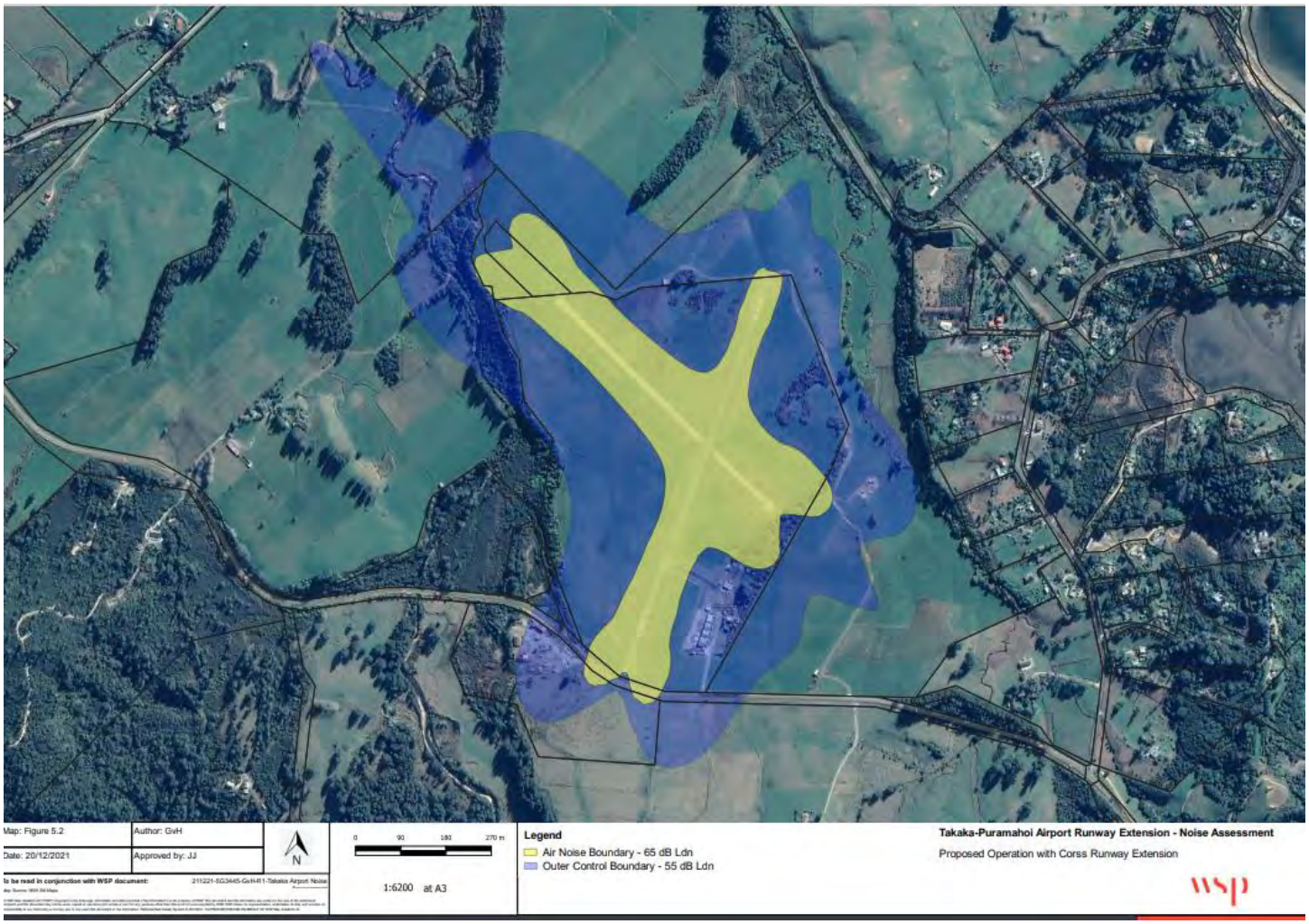
Add Wastewater Management Area

6.1.1. PLANNING BACKGROUND

Sites T-182a and T-140a have been zoned Rural 2 Zone since the inception of the TRMP. Both sites form part of the adopted FDS, as providing future rural residential and light industrial locations. The boundaries of both sites have changed slightly from the FDS, most notably reducing along the western boundary. This was following feedback from ngā iwi and SME's, suggesting that the development should stay on the terrace above the river.

In December 2021 WSP (a planning and engineering company) undertook a noise impact assessment of the Tākaka-Puramahoi aerodrome runway extension, proposed to be extended to the northwest. This extension was implemented in 2023. The number of aircraft movements was not proposed to change as part of the proposal. Rather the change would be in the percentage use of each runway – with more aircraft using the cross runway, rather than the north-south runway. An outer control noise boundary and an air noise boundary were modelled for the proposal. The outer control noise boundary overlaps with a small part of site T-182a proposed for light industrial use. The air noise boundary overlap with the same site is negligible. The site proposed for rural residential use contains a very small area of the outer control noise boundary.

6.1.1. PLANNING BACKGROUND



The report recommends that residential, school, hospitals and hotels should be prohibited within the air noise boundary. No such uses are proposed as part of PC81 in the air noise boundary.

The report also recommends the District Plan requires sound insulation against aircraft noise for land between the air noise boundary and outer control boundary. Part of site T-182a falls within this area (proposed for light industrial use) and a negligible part of site T-140a falls within this area, but would be unlikely to comprise dwellings in this part of the site adjoining the State Highway.

There are no listed NZAA sites, protected trees or heritage buildings located within, or near, these sites. These sites are not located within the existing Fire Ban Area or Fire Sensitive Area. This is appropriate given the distance from Tākaka township.

The surrounding land uses include dairying and lifestyle residential uses. The sites are bordered by the Tākaka Collingwood Highway and the Tākaka Aerodrome is located across the Highway.

6.1.2. NATURAL HAZARDS CONSIDERATIONS

The bulk of site T-182a is not constrained by natural hazards. The western quarter or so of the site extends down on to the flood plain of the Little Ōnahau River and is subject to flood hazards. This low lying portion of the site is some 10 to 15 metres lower than the bulk of the site and separated by a relatively steep scarp. Desktop mapping identifies the lower lying area to the west as "liquefiable damage is possible".

The western part of site T-140a includes a section of the Little Ōnahau River and its adjacent flood plain. A number of tributary streams draining the hill slopes to the south flow across this site. Low lying land adjacent to these watercourses can be expected to flood from time to time. The Little Ōnahau River and its adjacent flood plain is some 15 metres lower than the bulk of the site and separated by a relatively steep scarp. Desktop mapping identifies the lower lying area adjacent to Little Ōnahau River as "liquefiable damage is possible".

6.1.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	These sites are not currently serviced by public water supply. Council has no plans to service these sites. The water supply solution for these sites will need to be provided by the developer.
Wastewater Servicing	These sites are not serviced for wastewater by Council. Council has no plans to service these sites. The developer will need to provide onsite solutions for wastewater.
Stormwater Servicing	These sites are currently unserviced for a 10% and 1% AEP event. Stormwater solutions will need to be designed and funded by developers.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** A new indicative road network extending from the State Highway through T-140a into T-182a to enable adequate internal connections.

6.1.4. ONSITE WASTEWATER SYSTEM CONSIDERATIONS

Further detailed information is found in Appendix 6

Site T-140a is proposed for Rural Residential Zone (unserviced). To help determine an appropriate controlled minimum lot size for this site, a wastewater designer has reviewed the site and provided the following advice.

For the farm paddock land between the Takaka Collingwood Highway and the raceway leading to the Milking Shed (where a hardpan in the soil is present):

Allowing 1000m2 for building, carparking, driveway access, cut/fill earthworks, gardens and auxiliary buildings and taking into consideration the impact of hardpan soils restricting effluent drainage and treatment, a minimum lot size of 4000m2 is recommended.

Elsewhere on the site:
Allowing 1500m2 for building, carparking, driveway access, cut/fill earthworks, gardens and auxiliary buildings together with 1600m2 for wastewater discharge, a minimum lot size of 3500m2 is recommended. Allowing for the constraints of wastewater exclusion zones, steepness of terrain/topography, geotechnical constraints and difficulty of access, lots sizes larger than this may be required.

Taking in the above advice, as well as advice around natural hazards and considering similar rural residential blocks across the District, a controlled minimum lot size of 2ha for site T-140a is proposed. Due to the hardpan soils under this site, it is also proposed that this site will be within the Wastewater Management Area.

Site T-182a is proposed for Light Industrial Zone. Given the likelihood of hardpan soils underlying this site (as per the neighbouring site T-140a), it is proposed that this site will also be within the Wastewater Management Area.

6.1.5. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

During FDS engagement, ngā iwi noted that a large part of this site was once a flourishing wetland, a mahinga kai and place where tūpana gathered watercress and plants for weaving. Ngā iwi noted the potential for restoration and for the ability of whanau to revive their customs.

During engagement on PC81, ngā iwi raised concern over potential stormwater runoff from the industrial site T-182a into the nearby waterbody. As a result, the boundary of the site was amended, retreating from the bank and it was agreed that the bank should be planted with vegetation in the event of development.

6.1.6. COMMUNITY SERVICES AND FACILITIES

Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area.

6.1.7. PRODUCTIVE LAND

Sites T-140a and T-182a are both zoned Rural 2 with underlying LUC4, LUC 6 and LUC 7 soils. In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

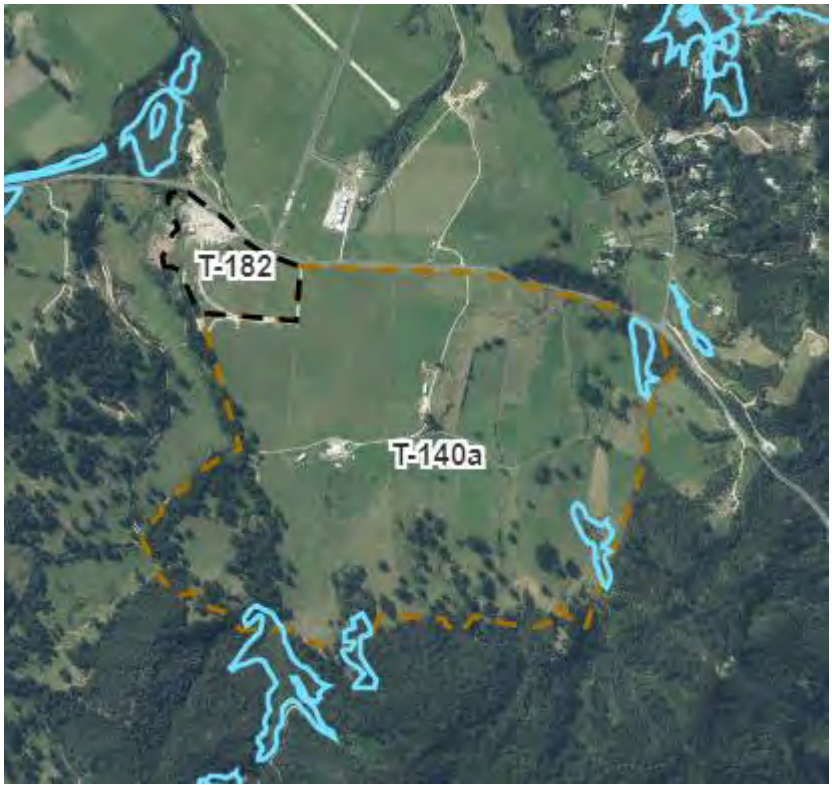
6.1.8. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands within site T-182a. There is however a wetland located across the Highway to the northwest of the site. There are potential restoration opportunities at this site.

There are two wetlands that sit within site T-140a on the eastern end, and two wetlands that are located partly within the site on the southern boundary.

Wetlands for both sites are shown in the image below (light blue areas).



Some regenerating scrub is located within T-140a, and a creek runs on the outskirts of the site. Prior to any development on site, the developer would need to undertake an environmental assessment for values (lizards, birds and restoration potential).

There are no known Significant Natural Areas located within, or in close proximity, to both sites.

A river runs along the western boundary of site T-182. A number of tributaries run through T-140a which have moderate to high river diversity. Prior to any development on this site any resource consent should include an assessment of any of these nearby rivers and streams.

There is no appreciable aquifer under these sites.

6.1.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-182a and T-140a (315 Tākaka-Collingwood highway)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 2 zoning.
- **Option 2 (Recommended):** Rezone T-182a from Rural 2 Zone to Light Industrial Zone, and T-140a from Rural 2 Zone to Rural Residential Zone.
- **Option 4 (Recommended):** Apply or amend spatial layers, specifically the Wastewater Management Area overlay to T-140a.

Costs and Constraints Option 1 would retain the Rural 2 zoning for both sites, which are identified in the FDS as suitable for future rural residential and light industrial locations. While this preserves the current rural character and productive land, it does not address the identified need for additional business and residential land in Tākaka, nor does it enable more efficient use of land close to the town. The bulk of T-182a is not constrained by natural hazards, but the western quarter extends down onto the flood plain of the Little Ōnahau River and is subject to flood hazards. This low-lying portion is 10–15 metres lower than the bulk of the site and separated by a steep scarp. Desktop mapping identifies the lower area as "liquefiable damage is possible." The western part of T-140a includes a section of the Little Ōnahau River and its adjacent flood plain, which can be expected to flood from time to time. The rest of T-140a is elevated and less constrained. There is no existing public drinking water supply network in or near Tākaka. The developer would need to provide their own treated and reticulated water supply.

Option 2 (Preferred) would rezone T-182a to Light Industrial and T-140a to Rural Residential, aligning with the adopted FDS and providing an opportunity to deliver light industrial capacity and 34 rural residential lots (T-140a, minimum 5,000 m²). This supports managed business and residential growth and helps address the district's long-term needs. The sites are strategically located near the Tākaka–Collingwood Highway and the Tākaka Aerodrome, making them suitable for efficient development. The boundaries of both sites have been refined to avoid high-value wetlands and flood-prone areas, following feedback from iwi and SMEs. The rezoning supports economic diversification and provides for a range of housing and employment opportunities.

Option 4 (Recommended) applies the Wastewater Management Area overlay to T-140a. This overlay is important due to the hardpan soils under the site, which restrict effluent drainage and treatment. The overlay will ensure that any future development is subject to stricter wastewater management requirements, including minimum lot sizes and the need for advanced onsite wastewater treatment. This approach is consistent with the recommendations of the wastewater designer and ensures that environmental effects are managed appropriately.

Benefits and Opportunities Option 1 preserves the current rural character and productive land, but does not create new housing or business opportunities or support community growth. Option 2 and Option 4 together provide the greatest benefits: rezoning to Light Industrial and Rural Residential, with the Wastewater Management Area overlay, will enable well-designed development, supporting efficient land and infrastructure use. The overlay ensures that development is coordinated, staged, and integrated with infrastructure and environmental management. The plan provides for a mix of housing and employment opportunities, which will help address the district's shortfall in both areas and support a more diverse and resilient community. The inclusion of the Wastewater Management Area overlay ensures that environmental effects are managed, particularly in relation to wastewater disposal on hardpan soils.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing, business land, and managed growth. It is an inefficient use of land given the strategic need for both residential and business land in Tākaka. Option 2 and Option 4 are highly effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed growth. The Wastewater Management Area overlay ensures that development is not only enabled but is also well-planned, staged, and integrated with infrastructure and environmental management. Efficiency is achieved by using existing infrastructure and land, reducing reliance on greenfield expansion, and supporting sustainable development.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information Option 1 carries the risk of underutilising land identified for growth and delaying both housing and business land delivery. Option 2 and Option 4 carry risks related to the provision of water supply, wastewater, and stormwater management for future development. The risk of acting (rezoning and applying the overlay) includes the potential for servicing challenges and flood risk, but these can be managed through the Wastewater Management Area overlay, resource consent conditions, and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for growth, limit the district's ability to meet housing and business land demand, and fail to implement the FDS.

Economic Benefits and Employment Option 1 provides little economic benefit, as it does not enable new housing or business development or support local services. Option 2 and Option 4 will support local construction activity and contribute to the viability of local services and amenities by increasing both the residential and business population in Tākaka. The additional business lots will help sustain the local economy and support the district's overall growth strategy.

Overall Appropriateness Options 2 and 4—rezoning T-182a to Light Industrial Zone and T-140a to Rural Residential Zone, with the Wastewater Management Area overlay—are the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Tākaka growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing and business land, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Tākaka. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and rural development.

6.1.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.
- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.

- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

Assessment of Overlay – Wastewater Management Area (WMA):
The inclusion of this site within the Wastewater Management Area (WMA) overlay is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 7 (Rural Environment Effects)** and the relevant rules for wastewater management.

- **Objective 7.2.2** and **Policy 7.2.3.13** seek to enable rural living and subdivision where the actual or potential productive value of the land is retained and adverse effects on the environment are avoided.
- **Policy 7.2.3.10** and **7.3.3.13** require a whole-catchment approach to stormwater and wastewater management, and specifically seek to avoid adverse off-site effects, including cumulative effects and water contamination, resulting from the disposal of domestic wastewater to land in the Wastewater Management Area.
- The overlay ensures that subdivision and development are subject to stricter standards for on-site wastewater treatment and disposal, reflecting the poor soil soakage conditions and the need to protect groundwater and surface water quality.
- The approach also aligns with **Policy 6.3.3.6** (adequate provision for wastewater and stormwater), and **Policy 6.3.3.8** (considering options for treatment in risk areas).

The WMA overlay provides an important safeguard for environmental health, public health, and the sustainable management of land and water resources, and is considered to give effect to the relevant objectives and policies of the TRMP.

6.2. Tākaka – T-228, T-229 and T-230 46-56A, 38, 78 Motupipi St

Area Name:	Tākaka
Town/Location:	Tākaka
Current Zone:	Rural 1 Zone
Estimated Yield:	Combined 7.5 hectares of light industrial land (T-229, T-228, T-230)
Area (ha):	7.5

Recommended Zoning Change:

T-228 and T-230: Rezone both Rural 1 Zone to Light Industrial Zone

T-229: Rezone Residential Zone to Light Industrial Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

6.2.1. PLANNING BACKGROUND

Sites T-228, T-229 and T-230 have been zoned Rural 1 since the inception of the TRMP. Part of T-228 is already in light industrial use but there is capacity for more buildings.

These sites were not in the FDS. However further evaluation of nearby adopted sites T-143 (to the rear of Motupipi St proposed for residential use) and T-145 (off Page Road proposed for light industrial use) found neither site likely to be suitable for intended zoning. T-145 is no longer favoured by the current owners and faces operational constraints. These light industrial sites are being proposed through PC81 instead, in order to provide future light industrial opportunities for Tākaka.

There are no NZAA sites, protected trees or heritage buildings located within or near these sites. To the north of these sites, is a mixture of light industrial uses, commercial uses (industrial storage areas, offices, parking and a Freight yard), and residential properties. The land to the east, south and west of the sites is currently used for dairying. Overall, this area is already occupied and surrounded by a lot of light industrial, commercial and rural uses. The proposed light industrial zoning is therefore not considered to be out of character for the area.

T-229 is This site is located within the existing Fire Sensitive Area. This is appropriate for the proposed Light Industrial Zoning and the proximity to Tākaka town.

T-228 and T-230 are not located within the existing Fire Sensitive Area. Extending the Fire Sensitive Area to these sites is out of scope for this plan change. However, given the proximity to the existing Fire Sensitive Area and Tākaka town, it is likely that a future separate plan change will extend the Fire Sensitive Area over these sites.

6.2.2. NATURAL HAZARDS CONSIDERATIONS

Flood modelling shows these sites are subject to flood hazard to varying depths. The southwestern end of the sites is modelled as having flood depths in the order of 0.8 to 1.2 metres deep in a 1% AEP flood. There are some slightly higher areas at the northeastern end of the sites where modelled flood depths are in the order of 0.4 to 0.6 metres deep in a 1% AEP flood. There are existing flood flow channels on the sites where flood depths are deeper. Any development on these sites will need to ensure the continued conveyance of flood flows across the sites. The flood hazard will constrain the type and extent of development that can occur on these sites.

Desktop mapping shows these sites as an area where seismic liquefaction damage is possible, however the underlying soils are typically gravelly.

6.2.3. SERVICING CONSIDERATIONS

Further detailed information is found in Appendix 3

Water Supply Servicing	There is no existing public drinking water supply network in or near Tākaka. The developer would need to provide their own treated and reticulated water supply for development on this site.

6.2.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Wastewater Servicing	The Wastewater treatment plant is nearing capacity for developed land. The Wastewater treatment plant is over allocated to existing zoned (serviced residential, and rural residential serviced) land however, not all existing zoned land has been developed. Projects planned in the 2024 LTP include a new wastewater treatment plant (designed to have capacity for all growth envisaged in Tākaka), programmed for years 10 to 13.
Stormwater Servicing	These sites are serviced for stormwater by an open drain that may meet a 10% AEP event. These sites appear to be significantly vulnerable to a 1% AEP river flooding event. Any development on site will need to be designed to mitigate and manage flooding events.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area.

6.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi have not raised any issues in relation to this proposal.

6.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative walkways, parks or reserves are proposed for these sites. The sites are located close to the Tākaka central parks, reserves and facilities. Including the Tākaka Village Green and the Tākaka Memorial Reserve.

6.2.6. PRODUCTIVE LAND

Site T-228 is zoned Rural 1 and has underlying LUC 3 category soils. In accordance with Clause 3.5(7) of the NPS HPL, this site meets the definition of Highly Productive Land.

Site T-229 is zoned Residential and currently used for industrial and residential purposes. The underlying soils at this site are LUC2. In accordance with Clause 3.5(7) of the NPS HPL, due to the Residential zoning, this site does not meet the definition of Highly Productive Land.

Approximately half of this site is already used for industrial purposes. The other half of this site (approximately 17,518m2) is currently bare farmland. Rezoning this site is considered a partial loss of productive land due to the productivity being limited by the adjacent existing urban environment.

Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include:

- the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD
- there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment
- the benefits of re-zoning the land outweigh the costs of the loss of the HPL

The site is considered to meet these criteria. The conclusion is reinforced by recent case law[3] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change.

6.2.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or identified Significant Natural Areas located within, or in close proximity, to these sites.

There is a significant unconfined aquifer under these sites.

There are waterbodies running within and along the boundaries of these sites. These are important spring-fed streams. Based on other waterbodies that have been sampled nearby, it is highly likely that these waterbodies contain longfin and shortfin eels, common bully and inanga, and potentially giant kokopu, smelt, and red fin bully. It is important to avoid discharges of contaminants to groundwater within these sites as they may end up in the waterbodies.

[3] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

6.2.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-228, T-229 and T-230

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 zoning.
- **Option 2 (Preferred):** Rezone both sites from Rural 1 Zone to Light Industrial Zone.

Costs and Constraints

Option 1 would retain the Rural 1 zoning for these sites, which are already partly in light industrial use. While this preserves the current rural character and productive land, it does not address the identified need for additional light industrial land in Tākaka, nor does it enable more efficient use of land close to the town. Flood modelling shows these sites are subject to flood hazard to varying depths. The southwestern end of the sites is modelled as having flood depths in the order of 0.8 to 1.2 metres deep in a 1% AEP flood, while the northeastern end has shallower depths (0.4 to 0.6 metres). There are existing flood flow channels on the sites where flood depths are deeper, so any development will need to ensure the continued conveyance of flood flows. The flood hazard will constrain the type and extent of development that can occur. Desktop mapping shows these sites as an area where seismic liquefaction damage is possible, but the underlying soils are typically gravelly.

There is no existing public drinking water supply network in or near Tākaka. The developer would need to provide their own treated and reticulated water supply. The wastewater treatment plant is nearing capacity for developed land and is over-allocated to existing zoned land, though not all existing zoned land has been developed. Projects planned in the 2024 LTP include a new wastewater treatment plant (designed to have capacity for all growth envisaged in Tākaka), programmed for years 10 to 13. Stormwater is serviced by an open drain that may meet a 10% AEP event, but the sites are significantly vulnerable to a 1% AEP river flooding event. Any development will need to be designed to mitigate and manage flooding events.

Benefits and Opportunities

Option 2, rezoning to Light Industrial, aligns with the findings of the 2020 Town Centre Audit Report and the need for additional light industrial land in Tākaka. The change will enable the development of approximately 66 business lots, supporting local businesses and services. The sites are centrally located and well-connected, making them ideal for light industrial activities that can serve both the local community and the wider region. The rezoning supports a more coherent urban form and responds to community expectations for land use in the town centre. The sites are not highly productive land (LUC 3 soils), but approximately half of T-228 is already used for industrial purposes. The other half (about 17,518m^2) is currently bare farmland, so rezoning is considered a partial loss of productive land due to the productivity being limited by the adjacent existing urban environment.

Effectiveness and Efficiency

Rezoning to Light Industrial is effective in implementing the strategic direction of the FDS and the TRMP's objectives for supporting economic development and employment land provision in Tākaka. It enables the delivery of additional business land in a location that is already partly developed and not constrained by significant hazards. The approach is efficient because it allows for the use of land that is otherwise underutilised for rural purposes, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to stormwater management and proximity to the aquifer and spring-fed streams.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the provision of water supply, wastewater, and stormwater management for future light industrial development. The risk of acting (rezoning) includes the potential for servicing challenges and flood risk, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of centrally located land, limit the town centre's ability to meet demand for light industrial land, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

Rezoning these sites to Light Industrial will enable the development of new business premises, supporting local employment and economic activity in Tākaka. The change will help sustain the town centre as a vibrant hub for the community and visitors, contributing to the viability of local services and amenities. The sites are not intended for residential land provision, but the additional business lots will help support the district's overall economic growth strategy.

Overall Appropriateness

Option 2—rezoning T-228, T-229 and T-230 to Light Industrial Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed economic growth, and makes efficient use of land that is already partly developed and adjacent to existing urban development. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for light industrial development in Tākaka.

6.2.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.
- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

6.3. Tākaka – T-144 Park Ave

Part of Park Ave

Area Name:	East Tākaka
Town/Location:	Tākaka
Current Zone:	Rural 1 Zone
Estimated Yield:	66 dwellings
Area (ha):	7.0

Recommended Zoning Change:

T-144: Rezone Rural 1 Zone to Rural 1 deferred Residential Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

6.3.1. PLANNING BACKGROUND

Site T-144 has been zoned Rural 1 since the inception of the TRMP.

Site T-144 forms an adopted site of the FDS. During the preparation of PC81 an alternative location of site T-144 was explored, slightly further south, forming more of a natural extension to the recent subdivision. However, this land includes Rameka soils which have natural high fertility and no limitations, as well as Glenview soils. In contrast, the proposed location of site T-144 is on more impeded drainage soils (Glenview soils), less valuable for productive purposes. In accordance with the National Policy Statement on Highly Productive Land, the original FDS location of site T-144 is proposed.

There are no NZAA sites, protected trees or heritage buildings located within or close to the site. To the east and south of the site is rural land used for dairying. To the north (across the road from Park Avenue) is a mixture of dairying and Council sports field, and to the west of the site is mainly residential uses (a new subdivision area). Existing general TRMP setback requirements from rural land will mitigate potential reverse sensitivity effects from the dairying uses. The proposed site will essentially be continuing on from the new subdivision area to the west of the site.

The site is not located within an existing Fire Sensitive Area or Fire Ban Area. Given the distance from the urban area of Tākaka, this is appropriate.

6.3.2. NATURAL HAZARDS CONSIDERATIONS
This site is not subject to flood hazards from the Tākaka River. The site is not subject to land instability or specific earthquake hazards.

6.3.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	There is no existing public drinking water supply network in or near Tākaka. The Central Tākaka Water Supply scheme is privately owned and operated and supplies properties nearby this site in Park Avenue. The scheme's capacity to supply additional properties is unknown. If the developer is unable to connect to this scheme, they would need to provide their own treated and reticulated water supply for development on this site.
Wastewater Servicing	The Wastewater treatment plant is nearing capacity for developed land. The Wastewater treatment plant is over allocated to existing zoned (serviced residential, and rural residential serviced) land however, not all existing zoned land has been developed. Projects planned in the 2024 LTP include a new wastewater treatment plant (designed to have capacity for all growth envisaged in Tākaka), programmed for years 10 to 13.
Stormwater Servicing	This site is not serviced for a 10% AEP event. The developer could potentially extend existing primary stormwater infrastructure to this site. There also appears to be minimal impacts from a 1% AEP event, which the developer will need to design around.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items**: A new indicative road extending from Windle Road through the site to connect with the paper road extending from Park Avenue. This indicative road will ensure connectivity throughout the site.

6.3.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi noted problems with the road layout in this locality and infrastructure capacity. These issues are addressed in the above table.

6.3.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area.

6.3.6. PRODUCTIVE LAND

Site T-144 is zoned Rural 1 and has underlying LUC 3 soils. In accordance with Clause 3.5(7) of the NPS HPL, this site does meet the definition of Highly Productive Land.

However, this site is all classified as Glenview soils. Glenview soils are characterised by having a well-drained upper B horizon that overlies a pale coloured and mottled clay loam textured lower B horizon. The lower B horizon often has a perched water table present during spring months. An iron pan is also commonly present in the underlying gravel at around 70cm. These features restrict the fertility of these soils as drainage is impaired and rooting depth limited. Glenview soils, unless modified by ripping, are classified as Class C in the Tasman District Council Productive Land Classification. (2005 Soils of Lower Tākaka Valley).

6.3.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies or identified Significant Natural Areas or waterways within or near this site.

There is also no significant unconfined aquifer under this site. This site consist of clay soils so discharges will need to be managed appropriately.

6.3.8. OPTIONS ASSESSMENT FOR SITE LOCATION Tākaka – T-144 Glenview Rd

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 zoning.
- **Option 2 (Preferred):** Rezone the site from Rural 1 Zone to Rural 1 deferred Residential Zone.

Costs and Constraints

Option 1 would retain the Rural 1 zoning for this 7.0 ha site, which is located on the edge of Tākaka township. While this preserves the current rural character and productive land, it does not address the identified need for additional housing in Tākaka, nor does it enable more efficient use of land close to the town. The site is not subject to flood hazards from the Tākaka River, nor is it subject to land instability or specific earthquake hazards. There are no NZAA sites, protected trees, or heritage buildings located within or close to the site.

The site is not currently serviced by public water supply. The Central Tākaka Water Supply scheme is privately owned and supplies properties nearby, but its capacity to supply additional properties is unknown. If the developer is unable to connect to this scheme, they would need to provide their own treated and reticulated water supply. The wastewater treatment plant is nearing capacity for developed land, and is over-allocated to existing zoned land, though not all existing zoned land has been developed. Projects planned in the 2024 LTP include a new wastewater treatment plant (designed to have capacity for all growth envisaged in Tākaka), programmed for years 10 to 13. The site is not serviced for a 10% AEP event, but the developer could potentially extend existing primary stormwater infrastructure to this site. There also appears to be minimal impacts from a 1% AEP event, which the developer will need to design around.

Benefits and Opportunities

Option 2, rezoning to Rural 1 deferred Residential, aligns with the adopted FDS (FDS) and provides an opportunity to deliver approximately 59 dwellings in a location close to Tākaka township. This supports managed residential growth and helps address the district's long-term housing needs. The site is well-located, with residential uses to the west (a new subdivision area), Council sports field and dairying to the north, and rural land to the east and south. The rezoning would enable more efficient use of land that is highly productive (LUC 3 soils), but the site is all classified as Glenview soils, which are less valuable for productive purposes due to impeded drainage and limited rooting depth. The site is not within an existing Fire Sensitive Area or Fire Ban Area, which is appropriate given the distance from the urban area of Tākaka.

Effectiveness and Efficiency

Rezoning to Rural 1 deferred Residential is effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed residential growth. It enables the delivery of additional housing in a location that is not constrained by significant hazards or infrastructure limitations that cannot be addressed through developer-led solutions. The approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to stormwater management and the Glenview soils' drainage limitations.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the provision of water supply, wastewater, and stormwater management for future residential development. The risk of acting (rezoning) includes the potential for servicing challenges, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for residential growth, limit the district's ability to meet housing demand, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Tākaka. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-144 Glenview Road to Rural 1 deferred Residential Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed residential growth, and

makes efficient use of land that is adjacent to existing urban development. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for residential development in Tākaka.

6.3.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The zoning of this site as Residential is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote a variety of housing types and sizes, and support residential development that responds to local housing needs and the planned urban character of the area.
- **Policy 6.4A.3.2(b)** provides for a choice of residential density and form, taking into account people's preferences, the existing character of neighbourhoods, and proximity to centres.
- The site is located outside the main urban area but is contiguous with existing Residential Zone land, and the proposed typology matches the adjoining established residential character. This supports a coherent urban form and provides for housing choice in a location that is already serviced and well-integrated with the surrounding neighbourhood.
- The site is not identified as highly productive land under the NPS-HPL, and there are no significant constraints relating to hazards or infrastructure.
- The proposal also aligns with **Policy 6.2.3.2** (enabling smaller residential lot sizes in townships), **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.1** (ensuring adequate services).

Overall, the Residential zoning is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for this location, supporting a variety of housing options and reinforcing the planned urban form.

6.4. Tākaka – T-138a Rototai Road

Area Name:	Tākaka
Town/Location:	Tākaka
Current Zone:	Rural 1 Zone
Estimated Yield:	61 dwellings
Area (ha):	4.9

Recommended Zoning Change:

T-138a: Rezone from Rural 1 Zone to Medium Density Residential Zone

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

6.4.1. PLANNING BACKGROUND

Site T-138a has been zoned Rural 1 since the TRMP's inception.

The site forms part of larger site T-138 in the adopted FDS, extending further south-east. Only part of the site is proposed for rezoning to meet identified demand, due to infrastructure constraints.

There are no NZAA sites, protected trees or heritage buildings located in or near this site. To the north of the site (across Rototai Road) are residential houses, and to the west is undeveloped residential zoned land. The east and south of the site are used for rural purposes (stock finishing paddocks). Existing general TRMP setback requirements from rural land will mitigate potential reverse sensitivity effects from the rural uses to the east and south of the site.

This site is located outside of the existing Fire Sensitive Area. Given the site's close proximity to Tākaka town and the existing Fire Sensitive Area, it is likely that the Fire Sensitive Area will be extended over this site as part of a future separate plan change.

Outline Spatial Plan
As a greenfield site utilising the MDRZ, an OSP has been developed to guide development and provide an anticipated future structure that is enabled by the proposed rules in Section 16.3.3A.

6.4.2. NATURAL HAZARDS CONSIDERATIONS
This site is essentially free from flood hazards from the Tākaka River, with flood modelling showing only the western corner and northwestern boundary being subject to shallow flood flows in extreme events. Desktop mapping shows this site as an area where seismic liquefaction damage is possible, however the underlying soils are typically gravelly.

6.4.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	There is no existing public drinking water supply network in or near Tākaka. The Central Tākaka Water Supply scheme is privately owned and operated and supplies properties nearby this site in Park Avenue. The scheme's capacity to supply additional properties is unknown. If the developer is unable to connect to this scheme, they would need to provide their own treated and reticulated water supply for development on this site.
Wastewater Servicing	The Wastewater treatment plant is nearing capacity for developed land. The Wastewater treatment plant is over allocated to existing zoned (serviced residential, and rural residential serviced) land however, not all existing zoned land has been developed. Projects planned in the 2024 LTP include a new wastewater treatment plant (designed to have capacity for all growth envisaged in Tākaka), programmed for years 10 to 13.
Stormwater Servicing	This site appears to have minor impacts from a 1% AEP event which should be manageable during development design. There is limited existing 10% AEP event infrastructure for this site, which will need to be upgraded by the developer.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** A new indicative road extending off Rototai Road through the site to connect to a future residential parcel identified in the FDS.

6.4.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi noted the nearby water body (to the east) and requested care over adverse effects from development.

6.4.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area.

6.4.6. PRODUCTIVE LAND

Site T-138 is zoned Rural 1 and has underlying LUC 3 soils. In accordance with Clause 3.5(7) of the NPS HPL, this site does meet the definition of Highly Productive Land.

However, this site is adjacent to land used for residential purposes and limited in size by a hill.

Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include:

- the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD
- there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment
- the benefits of re-zoning the land outweigh the costs of the loss of the HPL

The site is considered to meet these criteria. The conclusion is reinforced by recent case law[4] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change.

6.4.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies, or identified Significant Natural Areas within, or in close proximity, to this site.

There is a vulnerable unconfined gravel aquifer and a spring feed system under this site. Development on this site will need to be managed to prevent effects on the unconfined aquifer and spring feed system.

[4] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

6.4.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-138a (Rototai Road)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 zoning.
- **Option 2 (Preferred):** Rezone the site from Rural 1 Zone to Medium Density Residential Zone (MDRZ).
- **Option 4:** Apply an Outline Spatial Plan (OSP) overlay to guide MDR development.

Costs and Constraints Option 1 would retain the Rural 1 zoning for this 4.9 ha site, which is located on the edge of Tākaka township. While this preserves the current rural character and productive land, it does not address the identified need for additional housing in Tākaka, nor does it enable more efficient use of land close to the town. The site is essentially free from flood hazards from the Tākaka River, with flood modelling showing only the western corner and northwestern boundary being subject to shallow flood flows in extreme events. Desktop mapping shows this site as an area where seismic liquefaction damage is possible, but the underlying soils are typically gravelly. There are no NZAA sites, protected trees, or heritage buildings located in or near this site. Servicing is a key constraint for both options. There is no existing public drinking water supply network in or near Tākaka. The Central Tākaka Water Supply scheme is privately owned and supplies properties nearby, but its capacity to supply additional properties is unknown. If the developer is unable to connect to this scheme, they would need to provide their own treated and reticulated water supply. The wastewater treatment plant is nearing capacity for developed land, and is over-allocated to existing zoned land, though not all existing zoned land has been developed. Projects planned in the 2024 LTP include a new wastewater treatment plant (designed to have capacity for all growth envisaged in Tākaka), programmed for years 10 to 13. Stormwater infrastructure is limited; the site appears to have minor impacts from a 1% AEP event, which should be manageable during development design. There is limited existing 10% AEP event infrastructure, which will need to be upgraded by the developer.

Option 2 proposes rezoning to MDRZ, aligning with the adopted FDS and providing an opportunity to deliver approximately 44 dwellings in a location close to Tākaka township. This supports managed residential growth and helps address the district's long-term housing needs. The site is well-located, with residential houses to the north (across Rototai Road) and undeveloped residential zoned land to the west. The east and south of the site are used for rural purposes (stock finishing paddocks). The Outline Spatial Plan (Option 4) will guide MDR development, ensuring good urban design, connectivity, and integration with the surrounding area.

Option 4 (OSP overlay) is now relevant, as a greenfield MDRZ site. The OSP will provide a structure for the layout of roads, reserves, and infrastructure, and ensure that development is staged and coordinated with infrastructure upgrades and environmental management. The OSP overlay will also address the transition between the MDRZ and adjacent land uses, manage stormwater and flood risk, and ensure integration with the wider Tākaka urban area.

Benefits and Opportunities Option 1 preserves the current rural character and productive land, but does not create new housing or support community growth. Option 2 and Option 4 together provide the greatest benefits: rezoning to MDRZ and applying an OSP overlay will enable well-designed medium density residential development, supporting efficient land and infrastructure use. The OSP ensures that development is coordinated, staged, and integrated with infrastructure and environmental management. The site is well-located for walkability and access to amenities, and the OSP will ensure good urban design and connectivity. The plan provides for a mix of housing types, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed residential growth. It is an inefficient use of land given the strategic need for residential land in Tākaka. Option 2 and Option 4 are highly effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed residential growth. The OSP overlay ensures that development is not only enabled but is also well-planned, staged, and integrated with infrastructure and environmental management. Efficiency is achieved by using existing infrastructure and land, reducing reliance on greenfield expansion, and supporting sustainable development.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 2 and Option 4 carry risks related to the provision of water supply, wastewater, and stormwater management for future residential development. The risk of acting (rezoning and applying an OSP) includes the potential for servicing challenges and flood risk, but these can be managed through the OSP, resource consent conditions, and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for residential growth, limit the district's ability to meet housing demand, and fail to implement the FDS.

Economic Benefits and Employment Option 1 provides little economic benefit, as it does not enable new housing or support local services. Option 2 and Option 4 will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Tākaka. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness Option 2—rezoning T-138a Rototai Road to Medium Density Residential Zone, with an Outline Spatial Plan overlay (Option 4)—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Tākaka growth strategy, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Tākaka. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

6.4.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.

- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

6.5. Tākaka – T-227 Onetahua Marae 72 Pōhara Valley Road

Area Name:	Pōhara
Town/Location:	Pōhara
Current Zone:	Residential
Estimated Yield:	6 dwellings
Area (ha):	0.3

Recommended Zoning Change:

T-227: Rezone from Residential Zone to Papakāinga Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

6.5.1. PLANNING BACKGROUND

Schedule 1 of the RMA requires pre notification consultation with iwi authorities on a plan change. As a result of early consultation, Mohua Iwi identified that the existing Residential zone was inaccurate and that papakāinga zone would be more appropriate.

Site T-227 has been zoned Residential since the TRMP's inception. Site T-227 did not form part of the adopted FDS, already being zoned Residential. Ngā iwi have requested the zone be changed to the Papakāinga Zone in order to enable more flexible use of their land on which Onetahua Marae is situated.

The 2023 census found that residents identifying as Māori form 10% of Tasman's population, which has grown by 66% since 2013. In the Golden Bay ward, 8% of residents identify as Māori (2023). However the Ministry of Social Development's housing waiting list for Tasman comprises a higher proportion of Māori, as a percentage of all eligible applicants, at 31% in 2023. This illustrates the difficulties some Māori face in securing a dwelling in Tasman. Council's housing for older people (101 units in total in the District) are very popular and there is a substantial waiting list for Tākaka.

Tasman's 2024 Housing and Business Assessment, prepared under the NPS UD, concluded that Motueka needs housing options that meet the needs of Māori residents, enabling Māori to express their cultural traditions and norms. Historical discussions with ngā iwi o Te Tauihu have also concluded that existing TRMP provisions for papakāinga is too limited. This is something that PC81 seeks to address.

There are no NZAA sites, protected trees or heritage buildings located in, or near to this site. This site is surrounded by residential uses. There are unlikely to be any reverse sensitivity issues given that the site is already occupied by the Onetahua Marae.

This site is located within the existing Fire Sensitive Area. This is appropriate for the proposed papakāinga zoning and the close proximity to Pohara centre.

6.5.2. NATURAL HAZARDS CONSIDERATIONS
This site is not subject to flood hazard. The eastern part of the site and the adjacent land to the east is within the TRMP Slope Instability Risk Area. The site is not subject to seismic liquefaction hazards.

6.5.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	This site is currently connected and serviced for water by Council's Pohara Valley Water Scheme. The site has low/limited water pressure due to the site elevation being similar to the water scheme elevation.
Wastewater Servicing	This site is currently connected and serviced for wastewater.
Stormwater Servicing	This site is unserviced for a 10% and 1% AEP event. There is likely to be on-site soakage to manage stormwater.
Transportation/ Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area.

6.5.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi, Onetahua Marae Committee Inc. own this site and have requested the change in zone to papakāinga. The landowner is an entity for three iwi in Mohua - Ngati Tama, Ngāti Rārua and Te Ātiawa.

6.5.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area.

6.5.6. PRODUCTIVE LAND
Site T-227 is zoned Residential and has underlying LUC 6 soils. In accordance with Clause 3.5(7) of the NPS HPL, this site does not meet the definition of Highly Productive Land.

6.5.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or identified Significant Natural Areas located within, or in close proximity to, the site.

The site is sitting on top of limestone and a moderate unconfined aquifer. This aquifer is not a significant water source. There is, however, a risk of development on this site resulting in discharges that seep into the ground and run out to sea by limestone conduits. Discharges will need to be managed appropriately.

There are no known waterbodies flowing through this site.

6.5.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-227 (Onetahua Marae 72 Pōhara Valley Road)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Preferred):** Rezone the site from Residential Zone to Papakāinga Zone.

Costs and Constraints

Option 1 would retain the Residential zoning for this site, which is already occupied by Onetahua Marae and surrounded by residential uses. While this maintains the current use, it does not provide the flexibility needed for papakāinga development or reflect the aspirations of ngā iwi o Te Tauihu. The site is 0.3 hectares and is not subject to flood hazard. The eastern part of the site and adjacent land is within the TRMP Slope Instability Risk Area, but the site is not subject to seismic liquefaction hazards. There are no NZAA sites, protected trees, or heritage buildings within or near the site. The site is within the existing Fire Sensitive Area, which is appropriate for the proposed papakāinga zoning and its proximity to Pōhara centre.

Servicing is not a constraint for papakāinga development. The site is currently connected and serviced for water by Council's Pohara Valley Water Scheme, though water pressure is low due to the site's elevation. The site is also connected and serviced for wastewater. Stormwater is managed onsite via soakage, and there are no known waterbodies flowing through the site. The site sits on top of limestone and a moderate unconfined aquifer, but this is not a significant water source. There is a risk of discharges seeping into the ground and running out to sea via limestone conduits, so discharges will need to be managed appropriately.

Benefits and Opportunities

Option 2, rezoning to Papakāinga Zone, directly responds to the needs of ngā iwi o Te Tauihu and the Onetahua Marae Committee Inc., who have requested the change to enable more flexible use of their land. The landowner is an entity for three iwi in Mohua – Ngāti Tama, Ngāti Rārua, and Te Ātiawa. The rezoning supports the district's growing Māori population and addresses the significant housing need for Māori, as evidenced by the high proportion of Māori on the housing waiting list. The Papakāinga Zone enables a wider range of housing and community activities that reflect Māori cultural traditions and norms, supporting intergenerational living and the expression of tikanga Māori. The site's location, surrounded by residential uses and already occupied by the marae, means there are unlikely to be any reverse sensitivity issues.

Effectiveness and Efficiency

Rezoning to Papakāinga Zone is effective in implementing the objectives of the TRMP and the district's housing strategy, particularly in providing for Māori housing needs and enabling papakāinga development. It is efficient because it utilises land that is already urban in character and is already serviced for water and wastewater. The approach allows for development to proceed as needed, without reliance on Council-funded servicing upgrades.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the management of stormwater and wastewater discharges, given the limestone geology and potential for seepage to the sea. These risks can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate the lack of suitable land for papakāinga development, limit the ability of ngā iwi to provide for their people, and fail to implement the district's housing strategy for Māori. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Pōhara. The Papakāinga Zone enables a range of activities that can support economic development within the Māori community, including small-scale enterprises and community facilities. The site is not intended for large-scale employment land provision, but the additional dwellings and activities will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-227, Onetahua Marae, 72 Pōhara Valley Road to Papakāinga Zone—is the most appropriate planning response. It aligns with the district's housing strategy, supports Māori housing and cultural needs, and makes efficient use of land that is already urban in character and serviced. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for papakāinga development at Onetahua Marae.

6.5.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Papakāinga Zone is consistent with the objectives and policies of the TRMP, particularly those in Chapter 10A (Papakāinga Development) and Section 17.13.

- **Objective 10A.2.1** and **10A.2.2** enable papakāinga development as a taonga, supporting tāngata whenua to live on their ancestral land and exercise rangatiratanga.
- **Policies 10A.3.1–10A.3.7** support papakāinga development led by tāngata whenua, guided by tikanga Māori, and enable a range of activities and housing types, subject to site capacity and environmental effects.
- The proposal is also consistent with **Policy 7.2.3.9(k)** (cultural relationship of Māori to their land) and **Policy 6.4A.3.1** (variety of housing types).
  The proposal is considered appropriate in the context of the relevant objectives and policies of the TRMP for papakāinga development.

7. Murchison

Context to residential and business land demand in Murchison

In October 2023, plan change 77 to the TRMP became operative for Murchison. This provides for additional residential sites in the town itself and rural residential living opportunities in the wider Murchison area. Sites forming part of the adopted FDS were rezoned. There are no further sites proposed for residential zoning in Murchison as part of PC81.

Demand exists for 180 dwellings in the Lakes-Murchison ward (Murchison, St Arnaud, Tapawera and ward remainder) over the next 10 years and a further 120 dwellings between 2035-2054. Sufficient capacity exists for the ward as a whole over the ten year period and thirty year period. Murchison however will have a slight undersupply in the short term which will be addressed once infrastructure upgrades are completed to enable development of the sites in Hotham St and Fairfax St, which were rezoned as part of plan change 77.

Demand for future business land in the Lakes-Murchison ward was estimated based on current employment numbers by industry, however there is a high degree of uncertainty in these forecasts at the rural ward level and therefore the town level. Various methodologies have therefore been used to estimate business land demand for the next 30 years. The model prepared for Council by Sense partners, forecasts relatively low demand of business land (compared with Sense partners' previous 2021 model). Based on this model, sufficient capacity exists for industrial and retail/commercial land in the Lakes-Murchison ward overall to meet demand over the long term.

However, there would appear to be little industrial land left in Murchison itself that has not yet been developed or that does not face constraints such as flood risk. Some industrial zoned land in Murchison is also currently in residential use. Hence additional land is proposed as part of PC81 for Light Industrial use.

Council's 2020 Town Centre Audit Report identified several small sites in Murchison town centre in Fairfax St and Waller St that are currently zoned residential that would be more suited to commercial use, to enable the town centre to offer more floorspace in its core area. These sites were adopted as part of the FDS and are included as part of PC81.

7.1. Murchison – T-234 – 20, 24 and 26 Fairfax Street

Area Name:	Murchison
Town/Location:	Murchison
Current Zone:	Rural 2 Zone
Estimated Yield:	1.6 hectares of business land
Area (ha):	1.6

Recommended Zoning Change:

T-234: Rezone from Rural 2 Zone to Light Industrial Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

7.1.1. PLANNING BACKGROUND

Site T-234 has been zoned Rural 2 since the TRMP's inception. This site did not form part of the adopted FDS. Site T-148a (proposed for light industrial), located at 155 and 75 Waller Street was part of the FDS and was included in the draft plan change released for community feedback. Landowners of site T-148a strongly opposed the site being rezoned, and was therefore removed from PC81, and replaced with T-234. Site T-234 has generally been supported by the landowners and has scored generally well against the FDS multi criteria assessment.

There are no NZAA sites, protected trees or heritage buildings located in, or near, this site. Lifestyle residential houses are located to the north (zoned Rural 2) and west (zoned light industrial) to the site. Light industrial uses are to the south of the site. Another site (T-150) being proposed for commercial is also located on the southern boundary of the site. To the east of the site (across Fairfax Street) is the caravan park and residential properties (all zoned residential).

This site is located outside of the Fire Sensitive Area. Extending the Fire Sensitive Area is out of scope for this Plan Change. Given the site's proximity to the Murchison town centre, it is likely that the Fire Sensitive Area will be extended over this site in a separate future plan change.

7.1.2. NATURAL HAZARDS CONSIDERATIONS
The site is located on an elevated terrace and is not subject to flood hazards from the Buller and Matakitaki Rivers. The site is not subject to land instability or specific earthquake hazards.

7.1.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	This site is currently connected to and serviced by the Murchison water supply scheme. To service further development on this site, there will need to be upgrades to the Hotham Street Water Main. These upgrades are included as a project in the 2024 LTP, programmed for years four to six.
Wastewater Servicing	This site is not currently connected or serviced for wastewater. The developer could potentially connect to the existing sewer line along State Highway, if there is sufficient capacity (depends on development plans for the site). Additional storage at Waller pump station is likely to be needed to service this entire site.
Stormwater Servicing	There is not currently any infrastructure to manage a 10% AEP event at this site. The site is considered vulnerable to a 1% AEP event. The developer will need to provide and fund a solution to manage stormwater on site.
Transportation/ Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area. For further information, a detailed transport assessment is included in Appendix 3.

7.1.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Neither Ngai Tahu nor Ngāti Waewae have raised any issues in relation to this proposal.

7.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area. This site is located close to the Matakiaki River.

7.1.6. PRODUCTIVE LAND
Site T-234 is zoned Rural 2 and has underlying LUC 4 soils. In accordance with Clause 3.5(7) of the NPS HPL, this site does not meet the definition of Highly Productive Land.

7.1.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or identified Significant Natural Areas located within, or on close proximity, to the site.

Scattered vegetation on site is potentially native, but there is sufficient native vegetation in the wider area. Ned's Creek is located to the west of the site, which runs to the river. Any development needs to utilise stormwater infrastructure (such as planting) to avoid adverse effects on the river. If stormwater could be directed to the Buller River instead of Neds Creek, that would be preferable due to dilution afforded by the bigger river. The adjacent industrial premise to the south of the site has discharged to Neds Creek via the path shown by the red arrow in the image below. It would be ideal if both sites could consolidate treatment.

The Buller gravel aquifer is located under this site (up to 10m deep).



7.1.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-234 (20, 24 and 26 Fairfax Street)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 2 zoning.
- **Option 2 (Preferred):** Rezone the site from Rural 2 Zone to Light Industrial Zone.

Costs and Constraints

Option 1 would retain the Rural 2 zoning for this site, which is located on an elevated terrace in Murchison and not subject to flood hazards from the Buller and Matakitaki Rivers, nor to land instability or specific earthquake hazards. The site is not currently used for productive rural purposes and is centrally located, surrounded by a mix of lifestyle residential, light industrial, and commercial land. There are no NZAA sites, protected trees, or heritage buildings within or near the site. The site is outside of the Fire Sensitive Area, but given their proximity to the town centre, it is likely that the Fire Sensitive Area will be extended over these sites in a future plan change.

Servicing is a key consideration. The site is currently connected to and serviced by the Murchison water supply scheme, but upgrades to the Hotham Street Water Main are planned in the LTP to support further development (programmed for years four to six). Wastewater servicing is not currently connected, but the developer could potentially connect to the existing sewer line along State Highway, depending on capacity and development plans. Additional storage at the Waller pump station may be needed. There is no infrastructure to manage a 10% AEP stormwater event, and the site is considered vulnerable to a 1% AEP event, so the developer will need to provide and fund a stormwater management solution.

Benefits and Opportunities

Option 2, rezoning to Light Industrial, aligns with the adopted FDS (FDS) and the findings of the 2020 Town Centre Audit Report, which identified a need for additional light industrial land in Murchison. The change will enable the development of approximately eight 2,000m² business lots, supporting local businesses and services. The site is centrally located and well-connected, making it ideal for light industrial activities that can serve both the local community and the wider region. The rezoning supports a more coherent urban form and responds to community expectations for land use in the town centre. The site is not highly productive land (LUC 4 soils), so the change does not result in the loss of productive rural land.

Effectiveness and Efficiency

Rezoning to Light Industrial is effective in implementing the strategic direction of the FDS and the TRMP's objectives for supporting economic development and employment land provision in Murchison. It enables the delivery of additional business land in a location that is already serviced and not constrained by significant hazards. The approach is efficient because it allows for the use of land that is otherwise underutilised for rural purposes, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to stormwater management and proximity to the Buller River.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the provision of water supply, wastewater, and stormwater management for future light industrial development. The risk of acting (rezoning) includes the potential for servicing challenges, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of centrally located land, limit the town centre's ability to meet demand for light industrial land, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

Rezoning this site to Light Industrial will enable the development of new business premises, supporting local employment and economic activity in Murchison. The change will help sustain the town centre as a vibrant hub for the community and visitors, contributing to the viability of local services and amenities. The site is not intended for residential land provision, but the additional business lots will help support the district's overall economic growth strategy.

Overall Appropriateness

Option 2—rezoning T-234, 20, 24 and 26 Fairfax Street to Light Industrial Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed economic growth, and makes efficient use of land that is not highly productive. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for light industrial development in the Murchison town centre.

7.1.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.
- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

7.2. Murchison – T-150 28-34 Fairfax St and 50-54 Waller St

Area Name:	Murchison
Town/Location:	Murchison
Current Zone:	Residential Zone
Yield:	0.6 hectares of business land
Area (ha):	0.6

Recommended Zoning Change:

T-150: Residential Zone to Commercial Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

7.2.1. PLANNING BACKGROUND

Sites forming T-150 have been zoned Residential since the TRMP's inception.

Council's 2020 Town Centre Audit Report identified several small sites in Murchison town centre in Fairfax St and Waller St that are currently zoned residential that would be more suited to commercial use, to enable the town centre to offer more floorspace in its core area. These sites were adopted as part of the FDS and are included as part of PC81.

Sites T-150 formed part of the adopted FDS.

There are no listed NZAA sites, protected trees or heritage buildings located within this site. The site on Fairfax Street has light industrial zoned land to the south and west. To the north is Rural 2 zoned land currently used for lifestyle houses, this area is currently propose to be rezoned to light industrial as part of this plan change. To the east of the site, across Fairfax Street, is commercial zoned land, currently used for caravans. The Waller Street part of this site is bordered by commercial land to the west, rural land used as a school ground to the north, and residential land used for dwellings to the east and south.

This site is located within the existing Fire Sensitive Area. This is appropriate for the proposed commercial zone and proximity to Murchison town centre.

7.2.2. NATURAL HAZARDS CONSIDERATIONS
This site is not subject to flood hazards from the Buller River. This site is not subject to land instability or specific earthquake hazards.

7.2.3. SERVICING CONSIDERATIONS Further detailed information is found in Appendix 3	
Water Supply Servicing	These properties are currently connected to and serviced for water. A specific assessment may be required to confirm sufficient water flow capacity, depending on the scale of the proposed future commercial uses for the sites.
Wastewater Servicing	Wastewater capacity is available for this site, with an existing 100mm service line connecting across private land to the wastewater main. A new connection maybe required.
Stormwater Servicing	The current disposal is likely to be to ground soakage. The change to commercial zoning is likely to involve increased impervious areas that could trigger initial soakage and detention requirements through the Nelson Tasman Land Development Manual.
Transportation/Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area.

7.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Neither Ngai Tahu nor Ngāti Waewae have raised any issues in relation to this proposal.

7.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area.

7.2.6. PRODUCTIVE LAND

Site T-150 is zoned Residential and has underlying LUC 3 and LUC 4 soils. In accordance with Clause 3.5(7) of the NPS HPL, due to the existing urban zoning, this site does not meet the definition of Highly Productive Land.

7.2.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands, waterbodies, or identified Significant Natural Areas or waterbodies located within, or in close proximity to, this site.

There is a good unconfined aquifer under this site. The site is proposed to be serviced which will ensure the aquifer is protected.

7.2.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-150 (28-34 Fairfax St and 50-54 Waller St)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Preferred):** Rezone the site from Residential Zone to Commercial Zone.

Costs and Constraints

Option 1 would retain the Residential zoning for these centrally located sites in Murchison. While this maintains the current use, it does not reflect the actual and emerging land use pattern in the town centre, nor does it address the identified need for more commercial floorspace in the core area. The sites are not subject to flood hazards from the Buller River, nor are they subject to land instability or specific earthquake hazards. There are no listed NZAA sites, protected trees, or heritage buildings within these sites. The Fairfax Street site is adjacent to light industrial and rural land, while the Waller Street site is bordered by commercial, rural, and residential land.

The sites are within the existing Fire Sensitive Area, which is appropriate for the proposed Commercial zoning and proximity to the town centre. The current water supply is connected and serviced, but a specific assessment may be required to confirm sufficient water flow capacity for future commercial uses. Wastewater capacity is available, with an existing 100mm service line connecting to the wastewater main, though a new connection may be required. Stormwater disposal is likely to be to ground soakage, and increased impervious areas from commercial development could trigger soakage and detention requirements under the Nelson Tasman Land Development Manual.

Benefits and Opportunities

Option 2, rezoning to Commercial, aligns with the adopted FDS (FDS) and the findings of the 2020 Town Centre Audit Report, which identified these sites as better suited to commercial use. The change will enable the town centre to offer more floorspace in its core area, supporting local businesses and services. The sites are centrally located and well-connected, making them ideal for commercial activities that can serve both residents and visitors. The rezoning supports a more coherent urban form and responds to community expectations for land use in the town centre. The sites are not highly productive land (LUC 3

and 4 soils, but already zoned for urban use), so the change does not result in the loss of productive rural land.

Effectiveness and Efficiency

Rezoning to Commercial is effective in implementing the strategic direction of the FDS and the TRMP's objectives for supporting vibrant, accessible, and economically resilient town centres. It enables the delivery of additional commercial floorspace in a location that is already serviced and not constrained by significant hazards. The approach is efficient because it allows for the use of land that is otherwise underutilised for residential purposes, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to stormwater management.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the provision of water supply and stormwater management for future commercial development. The risk of acting (rezoning) includes the potential for servicing challenges, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of centrally located land, limit the town centre's ability to meet demand for commercial floorspace, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

Rezoning these sites to Commercial will enable the development of new business premises, supporting local employment and economic activity in Murchison. The change will help sustain the town centre as a vibrant hub for the community and visitors, contributing to the viability of local services and amenities. The sites are not intended for residential land provision, but the additional commercial floorspace will help support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-150, 28-34 Fairfax St and 50-54 Waller St to Commercial Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed commercial growth, and makes efficient use of land that is not highly productive. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for commercial development in the Murchison town centre.

7.2.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.

- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

8. Tapawera

Context to residential land demand in St Arnaud

Demand exists for 180 dwellings in the Lakes-Murchison ward over the next 10 years and a further 120 dwellings between 2035-2054.

Sufficient capacity exists for the ward as a whole over the 10 year period and 30 year period. Sufficient capacity also exists in Tapawera using existing zoned and serviced land as well as the site proposed to be rezoned in PC81.

8.1. Tapawera – T-217 79 Main Road

Area Name:	Tapawera
Town/Location:	Tapawera
Current Zone:	Light Industrial Zone
Yield:	4 dwellings
Area (ha):	0.4

Recommended Zoning Change:

T-217: Rezone from Light Industrial Zone to Residential Zone



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

8.1.1. PLANNING BACKGROUND

Site T-217 has been zoned Residential since the TRMP's inception.

Site T-217 forms part of the adopted FDS, being a central site in Tapawera currently zoned light industrial but not in light industrial use.

There are no listed NZAA sites, protected trees or heritage buildings located within, or near, the site. To the east and south of the site is residential zoned land, and to the west is rural 1 zoned land used for lifestyle purposes. To the north of the site is light industrial zoned land, currently used as an informal parking area.

This site is located within the existing Fire Sensitive Area. This is appropriate given the proposed Residential zoning and the close proximity to Murchison centre.

8.1.2. NATURAL HAZARDS CONSIDERATIONS

Immediately to the west of the site is a lower terrace comprising the active flood plain of the Motueka River. Flood modelling shows the site to be elevated above expected flood levels across the flood plain to the west.

The flood modelling shows that floodwaters break out from the Motueka River further to the south, crossing the Motueka Valley Highway then flowing north along the eastern side of the school before turning and flowing westwards passing immediately south of the site. Development of the site and the residential zoned land immediately to the south and south east of the site needs to account for these flood flows.

8.1.3. SERVICING CONSIDERATIONS

Water Supply Servicing	The existing property is connected to the Tapawera urban water supply. The proposed future commercial use may require a specific assessment to confirm flow capacity.
Wastewater Servicing	This site and future developments on this site can be serviced from the existing network capacity.
Stormwater Servicing	There are no existing 10% AEP infrastructure. Stormwater discharge will need to be a developer led solution, most likely discharging to the existing stormwater channel behind the site.

8.1.3. SERVICING CONSIDERATIONS	
Transportation/ Roading Servicing	**TRMP Provisions;** Refer to Section 4.1.3 and Appendix 1 (TRMP Schedule of Amendments) for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area. For further information, a detailed transport assessment is included in Appendix 3.

8.1.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised any issues in relation to this proposal, provided Taiao (environment) values are upheld.

8.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer the S32 Evaluation Reports Appendix 1 - TRMP Schedule of Amendments). **Indicative Items**: No new indicative items are proposed within this PC81 area. Tapawera Memorial Reserve and Park is located close to the site.

8.1.6. PRODUCTIVE LAND
Site T-217 is zoned Light Industrial and has underlying LUC 3 soils. In accordance with Clause 3.5(7) of the NPS HPL, due to the existing urban zoning, this site does not meet the definition of Highly Productive Land.

8.1.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
There are no wetlands or identified Significant Natural Areas that are located within, or in close proximity, to the site. There are no waterbodies flowing through this site. There is a high quality unconfined aquifer located under this site. Discharges will need to be appropriately managed.

8.1.8. OPTIONS ASSESSMENT FOR SITE LOCATION T-217 79 Main Road

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Light Industrial zoning.
- **Option 2 (Preferred):** Rezone the site from Light Industrial Zone to Residential Zone.

Costs and Constraints

Option 1 would retain the Light Industrial zoning, but the site is not currently used for industrial purposes and is centrally located in Tapawera, surrounded by residential and rural lifestyle land. The site is 0.4 hectares and is estimated to yield four residential lots if rezoned. There are no listed NZAA sites, protected trees, or heritage buildings within or near the site. To the east and south is residential zoned land, to the west is rural 1 zoned land used for lifestyle purposes, and to the north is light industrial zoned land currently used as an informal parking area. The site is within the existing Fire Sensitive Area, which does not impact the proposed Residential zoning.

Flood modelling indicates that the site is elevated above expected flood levels across the flood plain to the west. However, floodwaters from the Motueka River can break out further south, crossing the Motueka Valley Highway and flowing north along the eastern side of the school before turning and flowing westwards, passing immediately south of the site. Development of the site and the residential zoned land immediately to the south and southeast needs to account for these flood flows.

Servicing is a key consideration. The property is already connected to the Tapawera urban water supply, but any future development may require a specific assessment to confirm flow capacity. The site and future developments can be serviced from the existing wastewater network capacity. There are no existing 10% AEP stormwater infrastructure provisions, so stormwater discharge will need to be a developer-led solution, most likely discharging to the existing stormwater channel behind the site.

Benefits and Opportunities

Option 2, rezoning to Residential, aligns with the FDS and provides an opportunity to deliver four new residential lots in a central location in Tapawera. This supports managed residential growth and helps address the district's long-term housing needs. The site is well-located, with residential and rural lifestyle blocks nearby, and is already serviced for water and wastewater. The rezoning would enable more efficient use of land that is not highly productive - the site has underlying LUC 3 soils but is already zoned for industrial use and does not meet the definition of Highly Productive Land under the NPS-HPL. The change also reflects the actual use and demand in Tapawera, where there is limited need for additional industrial land but ongoing demand for residential development.

Effectiveness and Efficiency

Rezoning to Residential is effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed residential growth. It enables the delivery of additional housing in a location that is not highly productive and is not constrained by significant hazards or infrastructure limitations that cannot be addressed through developer-led solutions. The approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to flood flows and stormwater management.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to the provision of stormwater servicing and the management of flood flows from the Motueka River. The risk of acting (rezoning) includes the potential for servicing challenges, but

these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of centrally located land, limit the district's ability to meet housing demand, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment

While the economic benefits of this rezoning are modest, the change will support local construction activity and contribute to the viability of local services and amenities by increasing the residential population in Tapawera. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Option 2—rezoning T-217, 79 Main Road to Residential Zone—is the most appropriate planning response. It aligns with the FDS and TRMP objectives, supports managed residential growth, and makes efficient use of land that is not highly productive. The risks associated with servicing and environmental management are manageable, and the benefits of acting outweigh the risks of inaction. This option provides a clear, consistent, and future-focused planning framework for residential development in Tapawera.

8.1.9. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The zoning of this site as Residential is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres, including smaller towns like Tapawera.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote a variety of housing types and sizes, and support residential development that responds to local housing needs and the planned character of the town.
- **Policy 6.4A.3.2(b)** provides for a choice of residential density and form, taking into account people's preferences, the existing character of neighbourhoods, and the scale of the settlement.
- Applying the Residential Zone in Tapawera is appropriate given the small-town context, as it matches the established density and typology of the area, supports local housing needs, and maintains a coherent urban form. The site is not identified as highly productive land under the NPS-HPL, and there are no significant constraints relating to hazards or infrastructure.
- The proposal also aligns with **Policy 6.2.3.2** (enabling smaller residential lot sizes in townships), **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.1** (ensuring adequate services).

Overall, the Residential zoning is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for Tapawera, supporting a suitable density and reinforcing the planned character of the town.

9. St Arnaud

Context to residential land demand in St Arnaud

Demand exists for 180 dwellings in the Lakes-Murchison ward over the next 10 years and a further 120 dwellings between 2035-2054. Sufficient capacity exists for the ward as a whole over the 10-year period and 30-year period.

In St Arnaud, there is likely to be a very small shortfall of housing across all time periods. The identified capacity includes the two sites proposed in PC81 at Korere Tophouse Road, which were adopted as part of the FDS.

During consultation on the FDS, residents felt the town of St Arnaud needs more housing for permanent residents, given its very large holiday home component (76%). It was felt the town's permanent population is declining, potentially due to the age demographic and that the town needs more young people to create a sustainable community. The local school also needs a higher roll, to improve its viability.

A potential residential site closer to St Arnaud town was assessed for the FDS, although new development opportunities are limited due to the significant area of land owned by the Department of Conservation, presence of wetlands and natural hazard risk including the Wairau/Alpine Faultline. Expensive servicing challenges also exist in the town, which would need further consideration by Council, given development contributions are not currently collected in St Arnaud. This includes the replacement of the wastewater pumping main from town to the wastewater treatment plant.

9.1. St Arnaud – T-181a and T-219a 3103 and 3177 Korere-Tophouse Road	
Area Name:	Tophouse
Town/Location:	St Arnaud
Current Zone:	Rural 2 Zone
Estimated Yield:	20 dwellings (T-181a and T-219a)
Area (ha):	10
Recommended Zoning Change:	
T-181a and T-219a: Rezone from Rural 2 Zone to Rural Residential Zone	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

9.1.1. PLANNING BACKGROUND

Sites T-181a and T-219a have been zoned Rural 2 since the TRMP's inception.

Both sites formed part of much larger sites in the FDS, although it was acknowledged in the FDS that it was likely smaller selective portions of the sites would be proposed for rezoning. The scale of demand for housing did not warrant the entirety of each site.

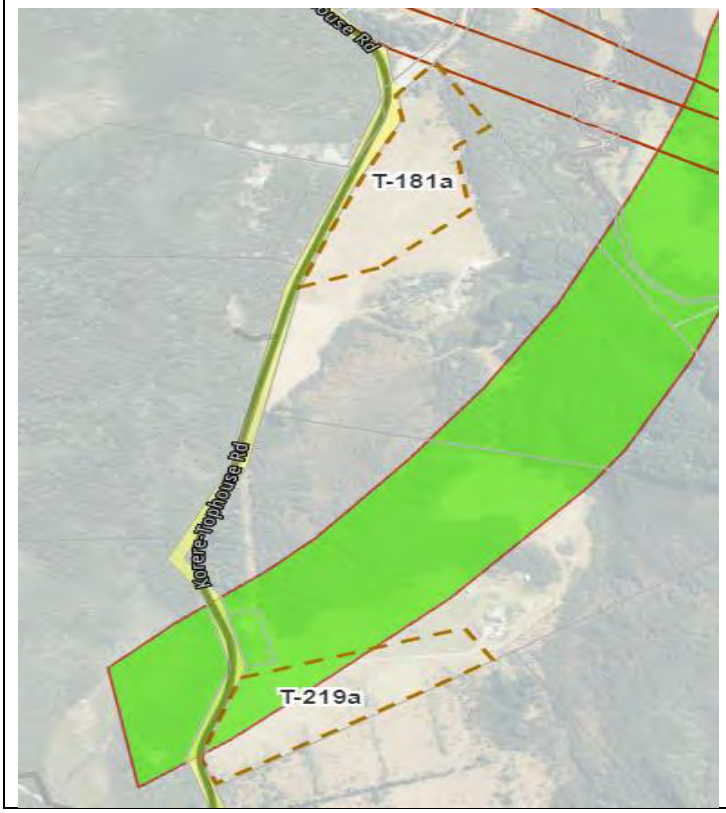
Further evaluation of the sites for PC81 led to more of the developable land being excluded due to required setbacks from the Wairau/Alpine Faultline. Further assessments also concluded that there was limited potential to enhance the existing high value wetlands on site and hence much bigger areas of land were excluded for proposed rezoning for Rural Residential.

There are no listed NZAA sites, protected trees or heritage buildings located within, or near, these sites. These sites are surrounded by Rural 2 zoned land, which is generally used for lifestyle and passive recreation purposes.

These sites are not located within a Fire Sensitive Area or Fire Ban Area.

9.1.2. NATURAL HAZARDS CONSIDERATIONS

These sites (T-181a and T-219a) are both essentially flat sites. The active Waimea Faultline crosses the northwestern edge of T-219a (as shown in green in the image below) and needs to be accommodated in any development. With the proposed rural residential density this can be achieved through an appropriate layout where buildings and structures are set back from the fault. The sites are not subject to flood hazards.



9.1.3. SERVICING CONSIDERATIONS

Water Supply Servicing	These sites are not serviced by public water supply. The water supply solution would need to be provided by the developer.
Wastewater Servicing	These sites are not serviced for wastewater. These sites are proposed to be rezoned to rural residential self serviced, therefore, the developer would need to provide onsite solutions for wastewater.
Stormwater Servicing	Before the sites are developed, there will need to be an investigation to determine if a 1% AEP event needs to be managed onsite. When developed, an onsite solution will be required to manage 10% AEP event.

9.1.3. SERVICING CONSIDERATIONS	
Transportation/ Roading Servicing	**TRMP Provisions;** Refer to the s32 Evaluation Report Appendix 1 - Section 4.1.3 - TRMP Schedule of Amendments for details on proposed amendments to the TRMP's urban transportation policies and rules. **Indicative Items:** No new indicative items are proposed within this PC81 area. For further information, a detailed transport assessment is included in Appendix 3 of the s32 Evaluation Report.

9.1.4. ONSITE WASTEWATER SYSTEM CONSIDERATIONS Further detailed information is found in Appendix 6
Sites T-181a and T-219a are proposed for Rural Residential Zone (unserviced). To help determine an appropriate controlled minimum lot size for these sites, a wastewater designer has reviewed these sites and provided the following advice. Allowing 900m2 for building, carparking, driveway access, cut/fill earthworks, gardens and auxiliary buildings together with 250m2 for wastewater discharge and potential cumulative effects between developed sections it would be possible to have sections of a minimum lot size of 2500m2. Taking in the above advice, as well as advice around natural hazards, the protection of nearby wetlands and considering similar rural residential blocks across the District, a controlled minimum lot size of 0.5ha for sites T-181a and T-219a is proposed.

9.1.5. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Ngā iwi o Te Tauihu have not raised specific issues in relation to this proposal. There are several high value wetlands adjacent to these sites and this has been taken into consideration by significantly reducing the site size from the FDS sites.

9.1.6. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**TRMP Provisions;** Refer to the s32 Evaluation Reports Appendix 1 (TRMP Schedule of Amendments). **Indicative Items:** No new indicative items are proposed within this PC81 area.

9.1.7. PRODUCTIVE LAND

Sites T-181a and T-219a are zoned Rural 2 and have underlying LUC4 soils. In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

9.1.8. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands located within the sites. There is however wetland located between the two sites (setback at an appropriate distance). There are no waterbodies flowing through these sites. A tributary of Motupiko River flows to the east of the sites. Motupiko River is fully allocated. These sites consist of Moutere Gravel and the location of an aquifer is unknown here. There would be deep groundwater availability.

This site is subject to the TRMP St Arnaud Landscaping Design Guide. This guide will direct planting and the consideration of ecological values including appropriate setbacks from the wetlands.

9.1.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-181a and T-219a (3103 and 3177 Korere-Tophouse Road)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 2 zoning.
- **Option 2 (Preferred):** Rezone both sites from Rural 2 Zone to Rural Residential Zone.

Costs and Constraints Option 1 would retain the Rural 2 zoning, which preserves the land for rural and productive use. However, this approach does not address the identified need for additional housing in St Arnaud, particularly for permanent residents, as highlighted during consultation on the FDS. Both sites are essentially flat and not subject to flood hazards, but the active Waimea Faultline crosses the northwestern edge of T-219a and must be accommodated in any development. With rural residential density, this can be managed through appropriate setbacks. There are no listed NZAA sites, protected trees, or heritage buildings within or near these sites. The sites are not within a Fire Sensitive Area or Fire Ban Area. Servicing is a key constraint; the sites are proposed to be self-serviced. The sites are not serviced by public water supply or wastewater infrastructure, and Council has no plans to provide these services. Any development would require the developer to provide onsite solutions for water and wastewater. Before development, an investigation will be needed to determine if a 1% AEP (Annual Exceedance Probability) event needs to be managed onsite, and an onsite solution will be required to manage a 10% AEP event. There are no wetlands within the sites, but a wetland is located between the two sites (setback at an appropriate distance), and a tributary of the Motupiko River flows to the east. There is deep groundwater availability, but the location of an aquifer is unknown.

Option 2 proposes rezoning to Rural Residential, aligning with the FDS and providing an opportunity to deliver approximately 19 dwellings at an average density of 2 dwellings per hectare. This supports managed rural residential growth in St Arnaud and helps address the district's long-term housing needs, particularly for permanent residents, which is important for sustaining the local school and community.

The sites are surrounded by Rural 2 zoned land, generally used for lifestyle and passive recreation purposes, and are not constrained by significant hazards or infrastructure limitations that cannot be addressed through developer-led solutions. The rezoning would enable more efficient use of land that is not highly productive (LUC 4 soils), and the scale of demand for housing does not warrant the entirety of each site being developed, so only the most suitable portions are proposed for rezoning. There are several high-value wetlands adjacent to these sites, and this has been taken into consideration by significantly reducing the site size from the FDS sites. The St Arnaud Landscaping Design Guide (an appendix in the TRMP) will ensure that development is planted up and ecological values are protected, with appropriate setbacks from wetlands.

Benefits and Opportunities Option 1 preserves the current zoning but does not create new housing or support community growth. Option 2, rezoning to Rural Residential, aligns with the FDS and provides an opportunity to deliver new dwellings in a location close to St Arnaud township. This supports managed residential growth and helps address the district's long-term housing needs. The site is well-located, with residential uses to the west (a new subdivision area), Council sports field and dairying to the north, and rural land to the east and south. The rezoning would enable more efficient use of land that is not highly productive (LUC 4 soils), but the site is all classified as Glenview soils, which are less valuable for productive purposes due to impeded drainage and limited rooting depth. The site is not within an existing Fire Sensitive Area or Fire Ban Area, which is appropriate given the distance from the urban area of St Arnaud.

Effectiveness and Efficiency Option 1 is not effective in meeting the FDS or Council's obligations to provide for housing and managed residential growth. It is an inefficient use of land given the strategic need for residential land in St Arnaud. Option 2 is highly effective in implementing the strategic direction of the FDS and the TRMP's objectives for managed residential growth. It enables the delivery of additional housing in a location that is not constrained by significant hazards or infrastructure limitations that cannot be addressed through developer-led solutions. The approach is efficient because it allows for the use of land that is otherwise underutilised, while ensuring that development is appropriately managed to avoid adverse effects on the environment, particularly in relation to stormwater management and the Glenview soils' drainage limitations.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information Option 1 carries the risk of underutilising land identified for growth and delaying housing delivery. Option 2 carries risks related to the provision of onsite servicing. The risk of acting (rezoning) includes the potential for servicing challenges, but these can be managed through resource consent conditions and developer requirements. The risk of not acting is more significant: it would perpetuate underutilisation of land identified for rural residential growth, limit the district's ability to meet housing demand, and fail to implement the FDS. Given the planning controls and the ability to require site-specific solutions, the risks of acting are considered acceptable and preferable to the risks of inaction.

Economic Benefits and Employment Option 1 provides little economic benefit, as it does not enable new housing or support local services. Option 2 will support local construction activity and contribute to the viability of local services and amenities by increasing the rural residential population in St Arnaud. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth.

Overall Appropriateness Option 2—rezoning T-181a and T-219a to Rural Residential Zone—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and TRMP, and reflects both technical advice and community aspirations. It addresses the identified need for additional rural residential housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in St Arnaud. The risks

associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient rural residential development.

9.1.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.
- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

10. Māpua

Context for Residential and Commercial Land Demand in Māpua

This section evaluates the proposed rezoning of 31 areas in Māpua to enable urban development, with a primary objective of addressing housing demand. The sites proposed for rezoning include a combination of FDS areas and TRMP deferred zoned sites.

According to the 2021 Nelson and Tasman Housing and Business Capacity Assessment, Māpua's population is projected to increase by approximately 1,000 residents over the next 30 years. To accommodate this and broader growth across the district, an estimated 7,300 new dwellings will be required within the Tasman urban environment, and approximately 11,430 dwellings district-wide over the next 30 years.

The Māpua Masterplan, adopted on 14 August 2025 establishes a strategic framework to guide growth and development in Māpua. The Masterplan aims to provide additional residential and business land, promote a broader range of housing types—including smaller dwellings and attached housing—and support a more diverse and adaptable urban form.

In addition to residential demand, the Housing and Business Capacity Assessment projects a need for approximately 10 hectares of additional commercial/retail land and 23 hectares of industrial land across the Tasman District over the next 30 years. However, it is noted that non-residential growth patterns are subject to high levels of uncertainty, and recent years have seen stronger-than-anticipated growth in these sectors.

Planning Background to Māpua deferred zone sites

The deferred land in Māpua was included in the TRMP through Plan Change 22– Māpua and Ruby Bay Development (notified 26 February 2011, operative March 2014).

Between 2005 and 2011 Council considered a number of reports on the future development of Māpua and Ruby Bay.[5] The process included consultation on the draft Māpua Structure Plan in 2008 and the draft plan change for Māpua and Ruby Bay Development in mid-2010.

In 2011 Council notified Plan Change 22[6] which introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area. The Plan Change proposed new developments in appropriate locations in areas away from coastal margins and low-lying locations. Greenfield development was deferred until the infrastructure at the time was upgraded. Plan Change 22 included among other matters:

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[5] *Council reports EP05/03/26, EP08/06/04, EP09/06/06, EP10/05/27 and EP10/12/05. The process included consultation on the draft Māpua Structure Plan in 2008 and a draft plan change for Māpua and Ruby Bay Development in mid 2010.*

[6] *Council policy reports EP10/05/27, EP10/09/10 and EP10/12/05 assessed the options and were prepared in compliance with Section 32 of the Resource Management Act 1991.*

1) Deferred Residential Zone - Two new areas of deferred residential zoning were provided north-west of the existing township on the elevated land, to provide for the future growth of Māpua. A third smaller area between Higgs Road and Langford Drive was also included. A future residential development area (Stage 2-post 2031) was proposed for Seaton Valley Road. (T-237, T-238, T-239, T-241, T-242, T-245, T-249 and T-250).

   Additionally, the indicative roading pattern for the deferred residential zone was changed slightly and the roading hierarchy and rules for Māpua Drive and Stafford Drive were changed following the opening of the Bypass.

2) Deferred Rural Residential Zone - The plan change extended the Korepo Road Rural Residential Zone (minimum lot size 2500 m^2) onto the hillside overlooking Seaton Valley (T-42 and T-247).

3) Deferred Light Industrial Zone - The Industrial zone is extended north of Warren Place to provide further sites for business activity (T-244).

4) Commercial Zone - Extensions to the existing Commercial Zone were provided including in Aranui Road. There was also a small area on Seaton Valley Road adjoining the Māpua substation site added (T-248).

5) Recreation and Open Space - The new residential areas all included indicative reserve areas. The exact location of these was to be determined at the time of subdivision. There was also provision for an indicative reserve for new playing fields part way up Seaton Valley Road which was connected to the township by a proposed walkway that was included in the upgrading of Seaton Valley Stream (T-42, T-237, T-238, T-239, T-245, T-249).

Plan Change 22 followed a comprehensive planning process, which included extensive consultation and involvement with the Māpua and Ruby Bay communities. A range of policies which supported the location of the deferred zones were also introduced as part of Plan Change 22 (Policies 6.15.3.1, 6.15.3.2, 6.15.3.5, 6.15.3.7, 6.15.3.9, 6.15.3.11, 6.15.3.12, 6.15.3.16).

Plan Change 22 also introduced the Māpua Development Area. The Māpua Development Area is an expansion of the Māpua urban area intended to cater for residential and business growth to 2031 and beyond. It provides for residential and rural residential development on the hills behind Māpua. It includes an extensive network of streets, walkways and cycleways to connect with the facilities in Māpua and the wider Rural 3 community.

The Māpua Masterplan

In 2023, various Council departments were planning on undertaking planning processes in Māpua. This included a review of several key documents such as the Māpua Waterfront Area Masterplan 2018-2028, Māpua Structure Plan 2010 and Māpua Catchment Management

Plan. The development of a single masterplan for Māpua was considered an opportunity to bring the Councils multiple planning processes into a single plan. The Masterplan project was approved by the Council on 16 February 2023. The Masterplan considered a large number of matters regarding needs for housing, business, cultural, open space, ecological, infrastructure, recreational and transportation routes.

Extensive consultation with ngā iwi and the community was undertaken during the development of the Masterplan. The process included submissions, hearings and deliberations under the Local Government Act. A range of information was used in developing the Masterplan including the FDS, the Tasman Housing and Business Assessment 2024, The Tasman 10 Year Plan and technical supporting information, such as preliminary geological assessments and hazard assessments. The Council adopted the Māpua Masterplan on the 14 August 2025.

10.1. Māpua T-235a/b - 6, 8, 10, 12, 14, 16 Tahi Street

Area Name:	Tahi Street/ Kite Park
Town/Location:	Māpua
Current Zone:	Residential and Residential Coastal Zone with a small portion of Open Space Zone on sites 10-16
Estimated Yield:	NA
Area (ha):	1.25
Recommended Zoning Change:	
Recreation and Open Space Zone Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.1.1. PLANNING BACKGROUND AND CONSIDERATIONS

Zoning and Spatial Layers Overview

Properties at 6 and 8 Tahi Street are currently zoned Residential, while 10 and 12 Tahi Street are zoned Residential with a small area of Open Space Zone located on the western edge of the sites.

All four properties fall within the Māpua Special Development Area. The Māpua Special Development Area was included as part of PC22 and was intended to accommodate residential and business growth through to 2031 and beyond. It is proposed to remove the Special Development Area overlay which is not relevant for the proposed Recreation/ Open Space Zone.

Properties at 14 and 16 Tahi Street are currently zoned Residential Coastal, with a minor portion of Open Space zoning to the rear of the sites.

T-235a and T-235b are proposed to be rezoned to Recreation Zone. The existing Open Space Zoning is proposed to be retained.

The entirety of the area identified as T-235 is owned by Council.

The site lies within the Coastal Environment Area as defined by the TRMP and adjoins the Māpua Cultural Heritage Precinct. PC81 proposes to retain the Coastal Environment Area Overlay.

The land is proposed to be included in an Outline Spatial Plan (refer TRMP Schedule of Amendments Schedule 16.3D). An Outline Spatial Plan is a tool, providing a structured spatial framework to facilitate coordinated land use and infrastructure provisions including roads, reserves and recreational links (walkways). This will enable a comprehensive spatial framework for the waterfront area and includes amending existing indicative walkways on the subject land.

Historical Land Use

This land was part of the remediation works associated with the former Fruit growers' Chemical Company site, completed in 2004. The site's soils were remediated to comply with residential, commercial, and open space soil acceptance criteria and zoned accordingly. Additional information is provided in the Contaminated Land Section 10.1.9 below.

Current resource consent applications

An application by the Māpua Community Boat Ramp Trust for resource consent has recently been declined by independent commissioners. At the time of writing it is unclear whether the decision will be appealed. The application sought resource consent for the construction and operation of a new boat ramp with access from Māpua Waterfront Park. It also includes associated activities such as vehicle access and parking on the western side of Tahi Street (within the subject sites), signage, stormwater discharge, and earthworks. The application includes use of part of the subject land for boat ramp parking.

Māpua Masterplan

During the Māpua Masterplan consultation process, the community expressed strong support for formalising this area—locally known as Kite Park—as a future public open space for recreation activities. Suggested uses included picnic areas, seating, playground facilities, recreational activities, community events, tree planting, and the preservation of the site's open character to support bird habitat, including feeding grounds for native species.

The subject land is bordered to the east by Māpua Waterfront Park, which is zoned Recreation, and to the west by Tahi Esplanade, zoned Open Space. To ensure the area can

accommodate a diverse range of uses and reflect the community's aspirations, the Māpua Masterplan recommended rezoning the subject land to Recreation Zone.

Recreation zoning would provide for a range of permitted activities, including indoor and outdoor sport and recreation, playgrounds, picnic areas, walkways, public toilets, car parking, fairs, and other activities consistent with an approved Reserve Management Plan (RMP). This may also include preserving open areas as habitat for species such as the South Island Pied Oystercatcher. The RMP would be developed in consultation with the community to determine appropriate future uses.

10.1.2. NATURAL HAZARDS CONSIDERATIONS

The land is flat and subject to coastal inundation under future sea levels. As sea levels rise, this area is progressively impacted, particularly to the south. By 2130, half the area is projected to be inundated by a high tide and all of the property inundated when a high tide coincides with a 1% AEP storm tide and wave setup. This area is further exposed to storm impacts due to its proximity to Māpua Inlet and the open coast.

The land is not considered appropriate for residential development due to its exposure to coastal hazards.

There are no active faults within the site.

10.1.3. SERVICING CONSIDERATIONS

Water Supply Servicing	No servicing is required.
Wastewater Servicing	No servicing is required.
Stormwater Servicing	No servicing is required.
Transportation/ Roading Servicing	No servicing is required.

10.1.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information on cultural values can be found at Māpua Masterplan | Shape Tasman.

There are no registered archaeological sites recorded on the sites. However, there is a registered archaeological site (N27/178) located on adjoining land at 19 Aranui Road.

10.1.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	The Māpua Waterfront Park adjoins the land to east of Tahi Street and the Tahi Esplanade Reserve adjoins the land to the south. **Reserves:** Part of 10 to 16 Tahi Street is within the Tahi Esplanade Reserve and is zoned Open Space**.** **Indicative Items:** There is currently an indicative walkway extending between lots 12 and 14 Tahi Street providing access from Tahi Street to the Council Tahi Esplanade Reserve. This walkway is proposed to be removed as rezoning this area to Recreation Zone would alleviate the need for this indicative walkway. The Māpua Masterplan includes an indicative future walkway between the residential properties at 27A and B Aranui Road and the subject land. This walkway would connect the proposed commercial land at 23 and 25 Aranui Road, and the future Kite Park with the Aranui Road to Langford Drive Walkway Reserve. This future walkway is indicated in the sites Outline Spatial Plan (TRMP Schedule of Amendment - Schedule 16.3D).
Other facilities	NA

10.1.6. PRODUCTIVE LAND
The land has underlying LUC4 soils. In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

10.1.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or waterbodies located within T-235.

10.1.8. OTHER CONSIDERATIONS

There are no heritage buildings or trees located on the land.

10.1.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-235a and T-235b

Summary of Options

For this site, the following options are considered:

- **Option 1:** Retain the status quo and retain the existing Residential and Residential Coastal zoning (with a small portion of Open Space on 10–16 Tahi Street).
- **Option 2 (Preferred):** Rezone all properties to Recreation Zone (retaining Open Space where it already exists).
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide future use and connectivity.

Option 2 and Option 4 are the preferred approach, as they align with the Māpua Masterplan, community aspirations, and the site's hazard constraints.

Costs and Constraints

Option 1 (Status Quo):

Retaining the current residential zoning would maintain the theoretical potential for residential development, but this is inconsistent with the site's high exposure to coastal hazards.

The current zoning does not reflect the community's desire for open space and recreation, as expressed in the Māpua Masterplan consultation.

There is a risk of future planning misalignment, as residential development in this location would be contrary to TRPS and TRMP objectives regarding hazard avoidance.

Option 2 (Recreation Zone):

There is a monetary cost to the landowner (Council), as the residential land value cannot be realised.

The site is subject to significant coastal hazard risk, making it unsuitable for residential development.

The rezoning will preclude residential development, but this is justified by the hazard profile and community preference.

Option 4 (Spatial Layers):

The Outline Spatial Plan overlay will require additional planning and coordination but will ensure integrated recreational use and connectivity.

Benefits and Opportunities

Option 2 (Recreation Zone):

Aligns with the Māpua Masterplan and strong community support for formalising this area (Kite Park) as public open space for recreation use.

It unlocks the use of the land for a wide range of recreational activities, including picnic areas, playgrounds, community events, and habitat preservation for native species.

Ensures consistent zoning with the adjoining Waterfront Park and creates a contiguous open space network with the Tahi Esplanade Reserve and Waterfront Park.

Provides for the development of a Reserve Management Plan in consultation with the community, ensuring future uses reflect local needs and values.

Enhances visual amenity and supports the commercial vibrancy of the nearby wharf area by improving the attractiveness and usability of the waterfront.

Option 4 (Spatial Layers):

The Outline Spatial Plan will facilitate coordinated land use, infrastructure, and recreational linkages, supporting comprehensive planning for the waterfront area.

Effectiveness and Efficiency

Rezoning to Recreation Zone is highly effective in achieving the objectives of the Māpua Masterplan, TRPS, and TRMP, particularly those relating to hazard avoidance, open space provision, and urban environment quality.

The approach is efficient, as it provides a clear planning framework for land that is unserviced, coastal, and publicly owned, and avoids the costs and risks associated with inappropriate residential development.

The Outline Spatial Plan overlay ensures that recreational development is integrated with existing and planned open space, walkways, and community facilities.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is sufficient and certain information regarding the site's hazard profile (coastal inundation risk), community aspirations (as demonstrated through the Masterplan process), and technical advice from Council specialists.

The risk of acting (rezoning to Recreation) is low, as it aligns with hazard avoidance policies and community expectations.

The risk of not acting is higher: retaining residential zoning would create planning risk by enabling development in a hazard-prone area, contrary to national and regional policy, and would miss the opportunity to deliver valued public open space.

Economic Benefits and Employment

While rezoning to Recreation Zone removes the potential for residential land value, it may create some employment opportunities through the development and maintenance of recreational facilities and amenities.

Enhancing the visual and recreational amenity of this area will benefit the commercial area at the wharf by increasing its attractiveness to residents and visitors, supporting local businesses.

The broader economic benefit is in supporting the liveability and vibrancy of Māpua, which can have positive flow-on effects for the local economy.

Overall Appropriateness

Rezoning 6, 8, 10, 12, 14, and 16 Tahi Street to Recreation Zone, with an Outline Spatial Plan overlay, is the most appropriate planning response.

This approach is evidence-based, aligns with the Māpua Masterplan, reflects community and iwi aspirations, and is consistent with TRPS and TRMP objectives and policies regarding hazard avoidance, open space provision, and urban amenity.

The proposal provides a clear, future-focused planning framework for the site, ensuring its long-term use as valued public open space and recreation land.

10.1.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Open Space or Recreation is consistent with the objectives and policies of the TRMP, particularly those in Chapter 17.9 (Open Space Zone), 17.10 (Recreation Zone), and Section 6.7 (Urban and Rural Centre Character, Design and Development).

- **Objective 6.7.2** and **Policy 6.7.3.1** seek to maintain and enhance the distinctive character of urban and rural centres, including the provision of open space and recreation areas.
- **Policy 6.8.3.24** and **6.8.3.25** (Richmond) and equivalent policies for other towns prioritise the acquisition and integration of open space and reserves, supporting recreation, ecological corridors, and climate resilience.
- The approach also aligns with **Policy 17.9.2.1** and **17.10.2.1** (permitted activities in Open Space and Recreation Zones), which provide for a range of recreation and community uses, subject to amenity and environmental standards.
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for open space and recreation.

10.2. Māpua – T-236 23 and 25 Aranui Road

Area Name:	Aranui Road
Town/Location:	Māpua
Current Zone:	Residential Zone
Estimated Yield:	0.14 hectares of business land
Area (ha):	0.14
Recommended Zoning Change:	
Commercial Zone Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.2.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

23 and 25 Aranui Road are currently zoned Residential. The sites are located within the TRMP Coastal Environment Area and sits within the Māpua Development Area. No change is proposed to these overlays.

The sites adjoin existing residential properties to the south and west and commercial land to the east. There is a residential accessway separating the western residential property (29 Aranui Road) and the subject sites.

The land is proposed to be included in an Outline Spatial Plan (refer TRMP Schedule of Amendments Schedule 16.3D). An Outline Spatial Plan is a tool, providing a structured spatial framework to facilitate coordinated land use and infrastructure provisions including roads, reserves and recreational links (walkways). This will enable a comprehensive spatial framework for the waterfront area.

Proposed PC81 includes specific policy provisions to acknowledge that the Māpua Commercial Area is subject to future sea level rise and is unlikely to be suitable for commercial activities and buildings, and associated servicing, in the long-term.

Historical Land Use

This land was part of the remediation works associated with the former Fruit growers' Chemical Company site, completed in 2004. The site was remediated to residential standards and zoned accordingly. Additional information is provided in the Contaminated Land Section 10.2.9 below.

Māpua Masterplan

The Māpua Masterplan identified these land parcels for commercial use. It was considered appropriate to extend the commercial zoning to provide a cohesive area of commercial land which reinforces the existing facilities within the Māpua wharf area.

The Council's latest Housing and Business Assessment 2024 shows that commercial land capacity in Māpua is limited over the next 30 years, and this is based on a business land demand model (Sense Partners updated 2023) that officers consider to be conservative.

Existing commercial capacity in Māpua is restricted to existing zoned areas in Iwa Street, Aranui Road and the wharf. Given additional residential land is being proposed on elevated land in Māpua, the Masterplan considered it is prudent to add additional business opportunities for future residents. Noting, 43% of people who live in Māpua and work, worked from home, or walked or cycled to work (2023 census data).

10.2.2. NATURAL HAZARDS CONSIDERATIONS

The land is relatively low-lying in nature and exposed to coastal hazards under future sea levels.

As sea levels rise, this area is progressively vulnerable to coastal inundation hazards. By 2130, the area is expected to be inundated when a high tide coincides with a 1% AEP storm tide and wave setup. This land is not considered appropriate for residential development due to its exposure to coastal hazards.

Although the land is subject to future inundation, it is considered suitable for commercial development. At the resource consent stage, development design would need to consider the natural hazard and the risk it presents. Mitigation measures appropriate for the intended commercial use may be considered which could include reduced timeframes or use of relocatable structures, for example.

There are no active faults within the site.

10.2.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Current three water services are sufficient for rezoning.
Wastewater Servicing	

Stormwater Servicing	
Transportation/ Roading Servicing	Parking at the wharf is currently under pressure for a comparatively short time over the Christmas, New Year period. Increased vehicle numbers accessing the wharf area will increase pressure on parking, and development of the Commercial area and depending on the final use of Kite Park this may limit the amount of overflow parking available. It is proposed to include separated cycle ways on key routes in Māpua in the LTP beyond 2034. Refer to Infrastructure Report in Plan Change 81 Section 32 Report, Appendix 3 for more information.

10.2.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman. There are no registered Archaeological sites recorded on the sites however there is a registered archaeological site (N27/178) located on the adjoining site at 19 Aranui Road.

10.2.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**Indicative Items:** No indicative items are located on these parcels. The Māpua Masterplan includes an indicative future walkway between the residential properties at 27A and B Aranui Road and the subject land. This walkway would connect the proposed commercial land, and the future park at Kite Park with the Aranui Road to Langford Drive Walkway Reserve. This future walkway is indicated in the proposed Outline Spatial Plan (TRMP Amended Schedule 16.3D).

Other facilities	NA

10.2.6. PRODUCTIVE LAND

The land has underlying LUC4 Soils. In accordance with Clause 3.5(7) of the NPS HPL, these sites do not meet the definition of Highly Productive Land.

10.2.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or waterbodies located within these sites.

10.2.8. CONTAMINATED LAND

This land was part of the former Fruitgrowers Chemical Company (FCC) site which was remediated in 2004. The Site Management Plan[7] states that the soil and groundwater at the site were affected by organochlorine pesticide contamination from the operation of the FCC plant from 1932 until 1988. The remediation was required to reduce the risk posed by the site to future site users, the local inhabitants and the environment.

23 and 25 Tahi Street is classified in the Site Management Plan as 'West FCC'.

The Site Management Plan states that '*The site, apart from the Tahi Street southern road reserve and the creek, has been remediated to meet Soil Acceptance Criteria (SAC) as set out in the resource consents for the site remediation project and according to the Site Auditor is therefore fit for its intended purpose as open space (FCC Landfill) and open space/commercial land (FCC East)'. The FCC East and FCC Landfill sites have been capped with 500mm of residential quality material. This cap is composed of 150mm of imported topsoil (cleanfill) and the layer from 150mm to 500mm depth is a mixture of imported material, and residential soil sourced from the site during remediation and has been validated as meeting the residential SAC'.*

The Tasman District Council is responsible for regulating activity on the site and controlling discharges.

10.2.9. OTHER CONSIDERATIONS

There are no heritage buildings or trees located on the land.

[7] Former Fruitgrowers Chemical Company Site, Māpua, FCC East and FCC Landfill Sites, Site Management Plan, 8 March 2012.

10.2.10. OPTIONS ASSESSMENT FOR SITE LOCATION T-236

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2** (Preferred): Rezone to Commercial Zone.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as it aligns with the Māpua Masterplan, the FDS and the strategic need for additional business land in Māpua.

Costs and Constraints

Retaining the current residential zoning would preserve the theoretical potential for housing on these centrally located sites, but would not address the identified shortfall in commercial land in Māpua. The land is relatively low-lying and exposed to coastal hazards under future sea level rise scenarios. By 2130, the area is expected to be inundated during a 1% AEP storm tide event, making it less suitable for residential use in the long term.

While commercial development is also subject to hazard risk, it is generally more adaptable to mitigation measures such as relocatable structures or reduced timeframes for occupation. The site is already serviced for water, wastewater, and stormwater, and there are no significant ecological or heritage constraints. However, the proximity to the wharf area means that increased commercial activity could place additional pressure on parking and local infrastructure, particularly during peak periods. The site was remediated to residential standards following historic contamination from the Fruitgrowers' Chemical Company, and is considered fit for commercial use.

Benefits and Opportunities

Rezoning to commercial offers several important benefits. It aligns with the Māpua Masterplan's vision for a cohesive and vibrant commercial area, supporting local businesses and providing additional opportunities for employment and economic activity. The change will enable a broader range of commercial uses, reinforcing the existing facilities at the wharf and helping to meet the projected demand for business land in Māpua over the next 30 years. The Outline Spatial Plan overlay will ensure that development is coordinated with the wider waterfront area, integrating walkways, reserves, and recreational links to enhance connectivity and amenity. The site's central location and existing servicing make it well-suited to commercial use, and the rezoning will help to future-proof the town's economic base as residential growth continues on elevated land nearby. Community consultation through the Masterplan process demonstrated strong support for expanding commercial opportunities in this part of Māpua, reflecting both local needs and aspirations.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By extending the commercial zone, the plan provides a clear and consistent

framework for land use in the town centre, supporting compact urban form and reducing the need for greenfield expansion elsewhere. The Outline Spatial Plan overlay ensures that development is well-integrated with existing infrastructure and open space, promoting efficient use of land and resources. The approach is also efficient in that it leverages existing servicing and infrastructure, minimising the need for costly upgrades or extensions. By aligning zoning with actual land use potential and community expectations, the plan reduces regulatory complexity and supports coordinated planning for the waterfront area.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information
There is a high degree of certainty regarding the site's hazard profile, servicing status, and strategic importance for commercial development. The main risk of acting—rezoning to commercial —relates to the exposure of the site to coastal hazards over the long term. However, this risk can be managed through appropriate design and mitigation measures at the resource consent stage, such as finished ground levels, freeboard requirements, and the use of relocatable buildings. The risk of not acting is more significant: retaining the residential zoning would perpetuate a mismatch between planning provisions and actual land use needs, limit the availability of commercial land in a high-demand area, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to support local economic growth and respond to community aspirations for a vibrant, well-serviced village.

Economic Benefits and Employment
Rezoning to commercial will create new opportunities for business development, employment, and local economic activity in Māpua. The extension of the commercial area will help to attract investment, support existing businesses, and provide services for both residents and visitors. By increasing the supply of commercial land, the plan supports the long-term viability of the town centre and helps to diversify the local economy. The site's central location and good connectivity make it an attractive option for a range of commercial uses, and the Outline Spatial Plan will ensure that development is coordinated with broader infrastructure and amenity improvements. While the economic benefits are primarily local, they contribute to the overall resilience and sustainability of the Māpua community.

Overall Appropriateness
Rezoning 23 and 25 Aranui Road (T-236) from Residential to Commercial Zone, with an Outline Spatial Plan overlay, is the most appropriate planning response for this site. The proposal aligns with the strategic direction of the FDS and Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified shortfall in commercial land, supports economic growth and employment, and provides a clear, future-focused framework for the development of the town centre. The risks associated with coastal hazards are manageable and outweighed by the benefits of acting, particularly given the adaptability of commercial uses and the strong policy support for hazard avoidance and resilient urban form. This approach ensures that Māpua remains a vibrant, liveable, and economically sustainable community into the future.

10.2.11. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.
- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

10.3. Māpua – T-246a and T246b Higgs Road Brownfield Land

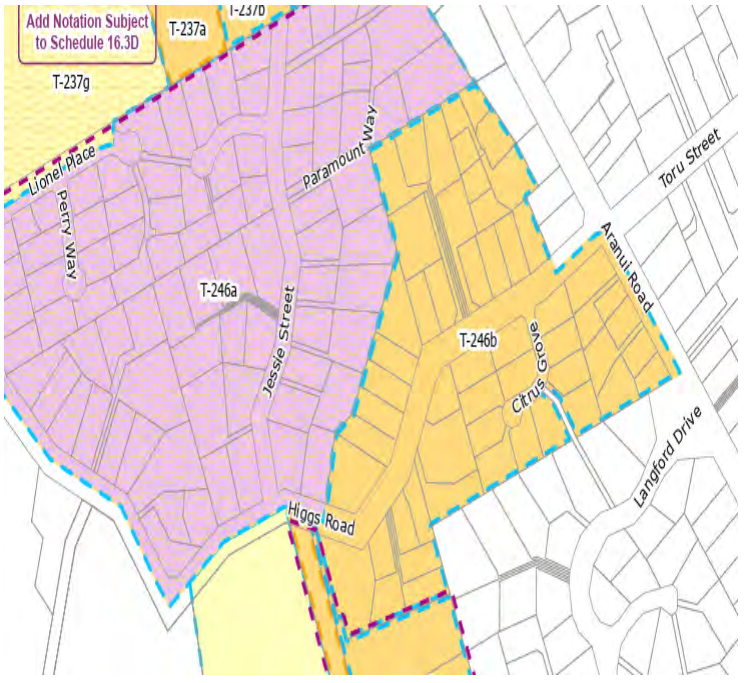
Area Name:	Higgs Road
Town/Location:	Māpua
Current Zone:	Residential Zone
Estimated Yield:	50 (over 30 years)
Estimated Area (ha):	16

Recommended Zoning Change:

Residential deferred Medium Density Residential Zone (T-246a)

Medium Density Residential Zone (T-246b)

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.3.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

The land parcels identified as T-246 have been zoned Residential since the TRMP's inception. T-246 is spilt into T-246a and T-246b. T-246a is proposed to be zoned deferred Medium Density pending a pedestrian connection to Aranui Road through to 29 Jessie Street (or similar alternative). The area has been defined by any property accessed by Jessie Street or westward.

A small portion of this area (3, 4, 5, 29, 31 and 33 Higgs Road) sits within the TRMP Coastal Environment Area. No change is proposed to this spatial layer.

The TRMP includes an indicative walkway through 26 Jessie Street, 1, 2, 3 and 4 Paramount Way and 71A/B Aranui Road. This walkway was not created prior to these properties being developed and is therefore obsolete as development has already occurred on all of these lots. It is proposed to remove this indicative walkway as part of PC81.

Māpua Masterplan
This area was identified in the Māpua Masterplan and the FDS for intensification. Both of these processes went through robust community consultation process prior to being adopted. Feedback through the Masterplan process indicated that the community are in support of providing for a mixture of housing options in Māpua.

10.3.2. NATURAL HAZARDS CONSIDERATIONS

T-246 is elevated and is not considered exposed to natural hazards.

10.3.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Current services sufficient for growth.
Wastewater Servicing	Current services sufficient for growth.
Stormwater Servicing	The existing stormwater pipe network is extensive and is likely be able to accommodate future growth, provided detention is designed in accordance with NTLDM standards. Minor upgrades may be required.
Transportation/ Roading Servicing	Higgs Road is narrow and has limited footpaths. Intensification is anticipated to occur over time (30 years) and is unlikely to have a short-term impact on Higgs Road. Over the long term, Higgs Road is likely to be upgraded with additional footpaths as development occurs in the Greenfield land which will mitigate safety issues associated with the intensification.

	Due to the limited footpaths on Higgs Road, it is recommended that any property accessed by Jessie Street or westward is deferred for a pedestrian connection to Aranui Road through 29 Jessie Street or a similar alternative.

10.3.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman. There are no registered Archaeological sites recorded within this area although it is acknowledged that there are registered sites located on the low-lying areas close to historical wetlands and the coastal edges.

10.3.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	The Jessie Street Recreation Reserve (0.1624 Hectares) is located centrally within this area. The area is within walking distance to the wharf and village commercial centre. T-246 also includes several connection walkways including the Citrus Grove to Langford Drive Walkway and the Lionel Place to Te Aroha Place Walkway Reserve. Additionally, the Māpua Masterplan includes a future recreational link from Higgs Road through 35 Higgs Road to the Waimea Inlet and the Outline Spatial Plan for the Higgs Road Greenfield Land (T-237) includes a requirement for a recreational link from Jessie Street through to Aranui Road (Refer TRMP Schedule of Amendments Schedule 16.3D).
Other facilities	NA

10.3.6. PRODUCTIVE LAND

All of this land is already developed, however for completeness the majority of the land is classified as LUC3 with a small portion of properties adjoining Aranui Road being classified as LUC4. The NPS-HPL currently identifies land that is LUC3 as highly productive.

Note, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.3.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no wetlands or waterways located within this area.

10.3.8. OTHER CONSIDERATIONS

Property 54 Higgs Road includes a protected tree (T627 – Eucalyptus obliqua).

10.3.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-246

Options Considered

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Recommended):** Rezone T-246a to Residential deferred Medium Density Residential and T-246b to Medium Density Residential Zone (MDRZ).
- **Option 4 (Also Recommended):** Apply/amend spatial layers, including an Outline Spatial Plan (OSP) overlay to guide development, access, staging, and urban design outcomes.

Costs and Constraints

Option 1 would retain the current Residential zoning for this 16 ha brownfield site. This would not address the need for additional housing in Māpua, nor enable efficient use of a strategically located area close to the village centre. The area is elevated and not considered exposed to natural hazards. However, Higgs Road is narrow and has limited footpaths, and intensification will require upgrades to pedestrian infrastructure over time.

Servicing is generally sufficient for growth, but infrastructure may need upgrading as development proceeds. The existing stormwater pipe network is extensive and likely able to accommodate future growth, provided detention is designed in accordance with NTLDM standards. Minor upgrades may be required.

Benefits and Opportunities

Option 2 (rezoning to MDRZ) and **Option 4** (OSP overlay) together provide the greatest benefits and are outlined below:

- Directly responds to housing demand by enabling medium density residential development, supporting efficient land and infrastructure use.
- Enables well-designed intensification in a brownfield area close to the Māpua village centre, supporting a walkable, resilient, and vibrant neighbourhood.
- OSP overlay ensures that intensification is coordinated, staged, and integrated with infrastructure upgrades, open space, and urban design outcomes.
- Supports a wider range of housing typologies and provides for a mix of terraced and multi-unit dwellings, contributing to a more inclusive and resilient urban environment.
- Aligns with community aspirations for a mixture of housing options.
- Removes obsolete indicative walkways and updates spatial layers to reflect the current and future environment.

Effectiveness and Efficiency

The combination of MDRZ and an OSP overlay is highly effective in implementing the strategic direction of the FDS, Māpua Masterplan, and TRMP objectives for managed urban intensification. The OSP ensures that development is not only enabled but also well-planned, and integrated with infrastructure. Efficiency is achieved by using existing infrastructure and land, and reducing reliance on greenfield expansion. The OSP overlay provides a framework for managing risks, and ensuring high-quality urban outcomes.

Risk of Acting or Not Acting if There Is Uncertain or Insufficient Information

The main uncertainties relate to infrastructure capacity, and the need for improved pedestrian connections. The risk of acting (rezoning and applying overlays) includes the potential for development pressure ahead of infrastructure readiness. These risks are mitigated through the deferral of part of the land – T-246a which requires infrastructure to be in place before development proceeds. The risk of not acting is more significant: it would perpetuate underutilisation of a strategically located brownfield area, exacerbate the district's housing shortfall, and undermine the strategic direction of the FDS and Māpua Masterplan.

Economic Benefits and Employment

The proposed rezoning and overlays will deliver economic benefits by supporting local construction activity and contributing to the viability of local services and amenities through increased residential population. The site is not intended for employment land provision, but the additional dwellings will help sustain the local community and support the district's overall growth strategy.

Overall Appropriateness

Options 2 and 4—rezoning to MDRZ and applying/amending spatial layers (OSP overlay)—are the most appropriate planning response. This approach:

- Aligns with the FDS, Māpua Masterplan, and TRMP objectives.
- Supports managed, staged, and high-quality residential growth.
- Makes efficient use of a strategically located brownfield area.

- Provides a clear, consistent, and future-focused planning framework for intensification in Māpua.
- Ensures that development is coordinated, resilient, and responsive to infrastructure constraints.

In summary:
The combination of rezoning (Option 2) and spatial overlays (Option 4) is the most effective, efficient, and appropriate way to deliver intensification and urban renewal for T-246a and T-246b, supporting both current and future community needs.

10.3.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects). Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).

The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.4. Māpua – T-11a and T-11b Seaton Valley Greenfield Land

Area Name:	Seaton Valley
Town/Location:	Māpua
Current Zone:	Rural Residential and Rural 1 (part 49 Stafford Drive)
Estimated Yield:	31 (T-11a) 75 (T-11b)
Estimated Area (ha):	7ha (T-11a) 5ha (T-11b)
Recommended Zoning Change:	
Rural Residential deferred Residential (T-11a) and Rural 1 deferred Medium Density Residential Zone (T-11b) Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.4.1. PLANNING BACKGROUND

The land is zoned a mixture of Rural Residential and Rural 1 (part 49 Stafford Drive). It is proposed to rezone T-11a to Rural Residential deferred Residential and the land that forms part of 49 Stafford Drive (T-11b) as Rural 1 deferred Medium Density Residential. It is proposed to defer the land until Seaton Valley Road and the intersection of Seaton Valley Road and Māpua Drive is upgraded.

A classified dam is located on adjoining land at 75 Seaton Valley Road. It is proposed to defer T-11b (and other proposed residential land beneath the dam) until sufficient evidence is provided demonstrating that any risk posed from the dam to downstream residential areas has been effectively mitigated or eliminated.

The land is proposed to be included in an Outline Spatial Plan (OSP) for the wider Seaton Valley Area. The proposed OSP will include linkages for roads and reserve requirements and other specific requirements.

T-11a and b were identified in the FDS and the Māpua Masterplan for residential development.

The land contains the following TRMP spatial layers;

- Māpua Development Area
- Services Contribution Areas – referring to financial contribution requirements on land subdivision (TRMP Section 16.5).
- Land Disturbance – Land Disturbance Area 1 (TRMP Section 18.5.2)
- Wastewater Management Area
- Fire Ban Fire Sensitive Areas (TRMP Section 34)
- Groundwater Zones (TRMP Section 16.12)
- Soil Series Irrigation Classes (TRMP Section 31.1)
- Water Management Zones (TRMP Section 31.1)
- Landscape Area – Coastal Tasman (TRMP Part II Appendix 3)

It is proposed to retain all of the existing TRMP spatial layers as listed above.

10.4.2. NATURAL HAZARDS CONSIDERATIONS

T-11a Seaton Valley Stream flows through northern extent of T-11a. Lower lying land adjacent to the stream is subject to flooding. Any development will need to accommodate this watercourse and its flood flows, and in turn allowing the remainer of the site to be developed. This will need to be considered at the resource consent stage.

T-11b This site comprises land at the edge of the wider Seaton Valley Stream flood plain that is elevated several metres above the flood plain. As such it is not subject to flood hazards from the stream. A smaller tributary stream flows across the centre of the site.

This site is above both MHWS and the inundation level from a 1% AEP storm at the present day and following 1m and 2m of relative sea-level rise. Much of the valley floor is below the elevation reached by the 1% AEP storm tide and wave setup at present day. As sea-level rises the sites on the slopes of the valley margin remain above the inundation levels while the valley floor is increasingly inundated, though

the inundation at MHWS is only widely connected to the open coast following 2 m of relative sea-level rise[8].

10.4.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	New services planned by year 10 to enable growth.
Wastewater Servicing	New services planned by year 10 to enable growth.
Stormwater Servicing	The site currently lacks servicing but is planned to be designed for stormwater discharge to the future Seaton Valley Detention Wetland. The developer is responsible for investigating and managing 10% Annual Exceedance Probability (AEP) flows and overland flow paths (OLFP).
Transportation/ Roading Servicing	Seaton Valley Road and Māpua Drive are likely to carry significant additional traffic from the Seaton Valley area. The State Highway 60 / Māpua Drive, Seaton Valley Road / Māpua Drive, and Stafford Drive / Māpua Drive intersections are likely to come under pressure from this growth. Council is working in collaboration with NZTA Waka Kotahi to identify options to address the crash rate at the SH60 / Māpua Drive intersection. Pedestrian and cycle connections to Seaton Valley Road, Māpua Drive, and Stafford Drive from the proposed residential zones are likely to increase pedestrian and cycle numbers on those, and adjacent streets. There are currently no cycle lanes on Māpua Drive or Seaton Valley Road. It is recommended that T-11a and b are deferred until Seaton Valley Road and the Seaton Valley Road/Māpua Drive Intersection is upgraded. For further information, a detailed transport assessment is included in Appendix 3.

10.4.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively

[8] *Coastal Inundation Assessment of Māpua Masterplan Sites. TDC Team Leader Natural Hazards and Geomorphology, Alastair Clement 2025.*

interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

There are no registered archaeological sites recorded within T-11a or b.

10.4.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	There are no indicative items currently within T-11a or b. An esplanade reserve of 20 metres will be required along the length of Seaton Valley Stream. This reserve will also form a recreational link from the adjoining site to Seaton Valley Road. The Outline Spatial Plan includes the requirement for the esplanade reserve and a recreation link (Refer to TRMP Amended Schedule 16.3D.
Other facilities	NA

10.4.6. PRODUCTIVE LAND

The land is predominantly classified as LUC3 with a small portion of several properties containing LUC6. The NPS-HPL currently identifies land that is LUC3 as highly productive.

The LUC3 land associated with T-11a is partly developed and fragmented as part of this development. Its ability to be utilised as highly productive is limited by this fragmentation. In addition, it should be noted that the Government has signalled its intention to remove LUC3 from the definition of highly productive land.

Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include:

- the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD
- there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment
- the benefits of re-zoning the land outweigh the costs of the loss of the HPL

The site is considered to meet these criteria. The conclusion is reinforced by recent case law[9] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change.

10.4.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

The Seaton Valley Stream runs along the rear of the T-11a land.

The Councils Senior Resource Scientist Freshwater & Estuarine Ecology, Trevor James[10] has outlined below information about Seaton Valley Stream, the fish and invertebrate communities, fish passage and water quality.

Fish Communities:

Fish surveys using spotlighting methods in this creek were carried out by Tasman District Council at four sites along Seaton Valley Stream in 2006 and 2008 and two sites with electric fishing in 2006. These surveys found a marked difference between fish and macro-invertebrate diversity and abundance of fish upstream, compared to the downstream portion of Seaton Valley Stream. Within the upstream portion there was a high abundance of fish and reasonable diversity i.e. 5 fish species including giant kokopu, common bully, inanga, long fin eel and banded kokopu, as well as koura and Paratya shrimp. Downstream all the way to the estuary surveys found only a few short fin eel and a few inanga. Records of fish recovered during channel drying and stream diversion associated with a culvert project near the Māpua School showed moderate abundances of long-fin eel and inanga. Surveying fish in this way typically recover a greater quantities of fish. The low fish diversity and abundance in the lower reaches is most certainly to do with the quality of habitat and degree of disturbance (the channel is dug out every 2-3 years according to Mr Gerald Senior).

Fish Passage:

Surveys of in-stream structures in 2008 showed that fish passage was provided up to the access driveways upstream of 192 Seaton Valley Road. The culvert on that driveway was remediated for climbing fish (eels, banded kokopu and koaro) was remediated with conveyor belt in 2012 and was inspected in January 2022 as intact. A more complete fish passage survey will be completed in this catchment in the coming 1-2 years.

[9] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

[10] *Email 20 June 2022- Trevor James, Tasman District Council Senior Resource Scientist Freshwater and Estuarine Ecology.*

Water quality:
Water quality was sampled quarterly at a site just downstream of Stafford Drive over the period 2006-2016. Water quality is in a poor state with very low dissolved oxygen, high water temperatures, high levels of fine sediment, low water clarity, poor invertebrate condition (all samples below 80 MCI units). Much of this is likely to do with stock access, over-deepening and regular stream excavation in the 1200m upstream of the sampling site. See page 50-53 for more detail River Water Quality Report Part 5 - Waimea Water Management Area.pdf

***Enhancement potential in the lower reaches of this waterway**. There is huge opportunity to improve the state of water quality and aquatic ecology in Seaton Valley Stream and associated flood plain. There is considerable potential to bring back moderate populations of rare species such as giant kokopu in the stream and mātuku/ Australasian Bittern, spotless crake and other marshbirds.*

10.4.8. CONTAMINATED LAND

A part of 132 and 140 Seaton Valley contain Pre-1970 Orchard Land which is identified as a historical pesticide site. This does not prevent the land from being developed, any requirements for mitigation can be built into any resource consent application.

10.4.9. OPTIONS ASSESSMENT FOR SITE LOCATION T- T-11a/b (Seaton Valley Greenfield Land)

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural Residential and Rural 1 zoning.
- **Option 2** (Preferred): Rezone T-11a to Rural Residential deferred Residential and T-11b (part of 49 Stafford Drive) to Rural 1 deferred Medium Density Residential.
- **Option 4:** (Preferred) Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS, and infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would preserve the existing pattern of rural residential and rural land use, but it would not address the identified need for additional housing in Māpua, nor would it make efficient use of land that is strategically located for urban expansion. The current zoning also fails to leverage the infrastructure investments planned for the area, such as upgrades to Seaton Valley Road and the intersection with Māpua

Drive. Rezoning to enable residential and medium density residential development will require careful management of servicing, particularly water, wastewater, and stormwater.

The presence of a classified dam on adjoining land at 75 Seaton Valley Road introduces a further constraint, as residential development below the dam must be deferred until risks are mitigated or eliminated. The site also contains pre-1970 orchard land, which may require soil contamination mitigation at the resource consent stage. The undulating topography and presence of Seaton Valley Stream and associated wetlands require sensitive design to manage flood risk, protect ecological values, and provide for recreational linkages and esplanade reserves.

Benefits and Opportunities

Rezoning T-11a/b as proposed will enable the delivery of much-needed housing in a location identified for growth in both the FDS and the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and recreational links. The site's proximity to existing and planned infrastructure, makes it highly suitable for residential development.

The inclusion of an esplanade reserve along Seaton Valley Stream and recreational links will enhance amenity, support ecological restoration, and improve connectivity for walking and cycling.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling residential and medium density residential development in this area, it supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, it supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for residential development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of flood risk, and the mitigation of impacts from the existing dam and any contamination from historic orchard use. These risks can be managed through the deferred status of part of the land, the Outline Spatial Plan, and resource consent conditions. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for growth, limit the district's ability to meet housing demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-11a/b to enable residential and medium density residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of recreational and open space amenities will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-11a/b as proposed—Rural Residential deferred Residential and Rural 1 deferred Medium Density Residential, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach aligns with the strategic direction of the FDS and Māpua Masterplan and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

10.4.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- Objective 6.4A.2.1 and Policy 6.4A.3.1 require sufficient residential capacity and a variety of housing types and sizes.
- Policy 6.4A.3.4 supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with Objective 6.2.2.2 and Policy 6.2.3.2A by encouraging efficient use of land and infrastructure, and with Policy 6.2.3.3 by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by Policy 6.4A.3.6, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports Policy 6.1.3.1 (sustainable urban design), Policy 6.3.3.1 (adequate services), and Policy 6.3.3.5A (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment against TRMP Objectives and Policies:
The zoning of this site as Residential is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

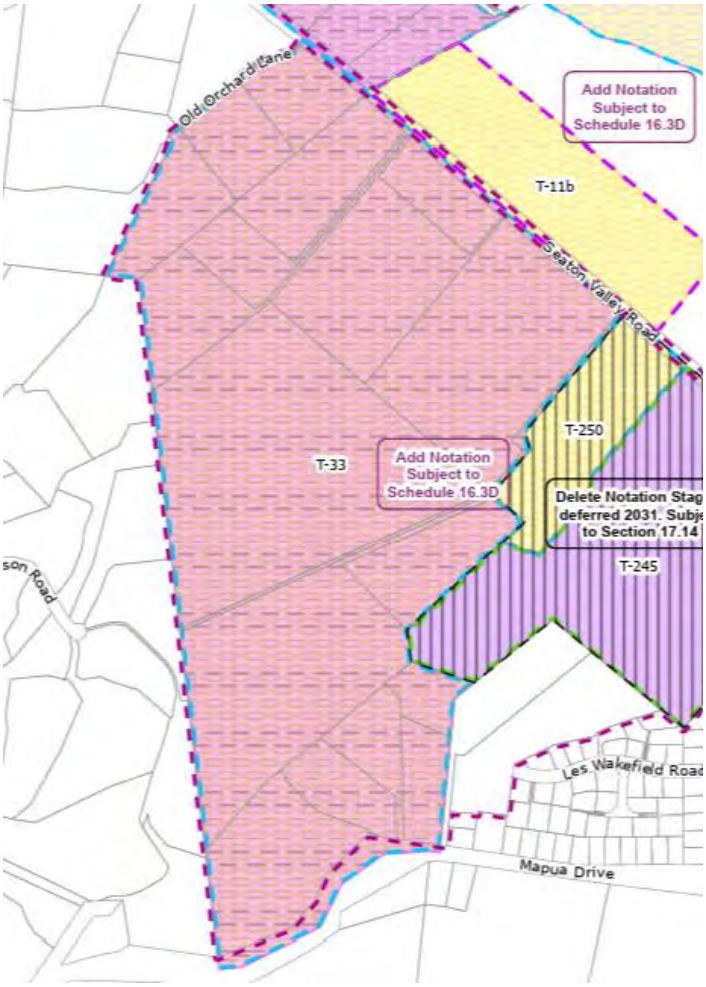
- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres, including at the margins of growth areas.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote a variety of housing types and sizes, and support residential development that responds to local housing needs and the planned urban character of the area.
- **Policy 6.4A.3.2(b)** provides for a choice of residential density and form, taking into account people's preferences, the existing character of neighbourhoods, and the need for a transition between higher-density and lower-density environments.
- The site is located at the interface between the Medium Density Residential Zone (MDRZ) and the Rural Residential environment. Applying the Residential Zone here is appropriate as it provides a logical transition in density and typology, matching the established residential character of adjoining areas and supporting a coherent urban form.
- The site is not identified as highly productive land under the NPS-HPL, and there are no significant constraints relating to hazards or infrastructure.
- The proposal also aligns with **Policy 6.2.3.2** (enabling smaller residential lot sizes in townships), **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.1** (ensuring adequate services).

Overall, the Residential zoning is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for this location, providing a suitable interface between urban and rural environments and supporting a variety of housing options.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.5. Māpua – T-33 Seaton Valley Greenfield Land		
Area Name:	Seaton Valley	
Town/Location:	Māpua	
Current Zone:	Rural Residential Zone	

Estimated Yield:	276 dwellings
Area (ha):	27.6
Recommended Zoning Change:	
Rural Residential deferred Medium Density Residential Zone. Add Outline Spatial Plan overlay	 *Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz*

10.5.1. PLANNING BACKGROUND

The land parcels within T-33 are zoned Rural Residential. This area was identified in the FDS and the Māpua Masterplan for residential development.

The land contains the following TRMP spatial layers;

- Māpua Development Area
- Services Contribution Areas – referring to financial contribution requirements on land subdivision (TRMP Section 16.5).
- Wastewater Management Area (TRMP Section 33)
- Fire Ban Fire Sensitive Areas (TRMP Section 34)
- Groundwater Zones (TRMP Section 16.12)
- Soil Series Irrigation Classes (TRMP Section 31.1)
- Water Management Zones (TRMP Section 31.1)
- Landscape Area – Coastal Tasman (TRMP Part II Appendix 3)

It is proposed to retain all of the existing TRMP spatial layers as listed above.

T-33 will form part of an Outline Spatial Plan for the wider Seaton Valley Area which includes recreational linkages, reserves, no build areas and other requirements.

T-33 is proposed to be deferred until the intersection of Seaton Valley Road and Māpua Drive is upgraded. It is also deferred as a result of the classified dam located on the land. It is proposed to defer the land until sufficient evidence is provided demonstrating that any risk posed from the dam to downstream residential areas has been effectively mitigated or eliminated.

10.5.2. NATURAL HAZARDS CONSIDERATIONS

The land is undulating and contains a number of small, typically ephemeral, tributary streams. The larger of these has been dammed to form a pond. The southeast facing slopes at the northwestern edge of the site are steeper sloping than the rest of the site.

10.5.3. SERVICING CONSIDERATIONS

Water Supply Servicing	New services planned by year 10 to enable growth.
Wastewater Servicing	New services planned by year 10 to enable growth.
Stormwater Servicing	The site currently lacks servicing but is planned to be designed for stormwater discharge to the future Seaton Valley Detention Wetland. The developer is responsible for investigating and managing 10% Annual Exceedance Probability (AEP) flows and overland flow paths (OLFP). The future function and role of the existing dam on the site remain uncertain at this stage.
Transportation/ Roading Servicing	Seaton Valley Road and Māpua Drive are likely to carry significant additional traffic from the Seaton Valley area. The State Highway 60/ Māpua Drive, Seaton Valley Road/ Māpua Drive, and Stafford Drive/ Māpua Drive intersections are likely to come under pressure from this growth. Council is working in collaboration with NZTA Waka Kotahi to identify options to address the crash rate at the SH60 / Māpua Drive intersection. Pedestrian and cycle connections to Seaton Valley Road, Māpua Drive, and Stafford Drive from the proposed residential zones are likely to increase pedestrian and cycle

	numbers on those, and adjacent streets. There are currently no cycle lanes on Māpua Drive or Seaton Valley Road. It is recommended that T-33 is deferred until Seaton Valley Road and the Seaton Valley Road/Māpua Drive Intersection is upgraded. For further information, a detailed transport assessment is included in Appendix 3.

10.5.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman. There are no registered archaeological sites recorded within these areas.

10.5.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	A TRMP indicative walkway extends along the boundary of 75 Seaton Valley Road connecting Dawsons Road with existing reserves and Seaton Valley Road. The proposed Outline Spatial Plan includes a requirement for reserves and recreational linkages around T-33 and beyond.
Other facilities	NA

10.5.6. PRODUCTIVE LAND
The land is predominantly classified as LUC3 with a small portion of land containing LUC6. The NPS-HPL currently identifies land that is LUC3 as highly productive. Policy 3.6 of the NPS-HPL provides that HPL can be rezoned for urban use subject to certain tests. Those tests include:

- the land is required to provide sufficient development capacity to meet demand as required by the NPS-UD
- there are no other reasonably practicable options to meet demand while achieving a well-functioning urban environment
- the benefits of re-zoning the land outweigh the costs of the loss of the HPL

The site is considered to meet these criteria. The conclusion is reinforced by recent case law[11] that determined the NPS-HPL does not prohibit the rezoning of highly productive land where a well-functioning urban environment can be demonstrated. The case also highlighted the need for a comprehensive multi-disciplinary analysis of the urban area and the clear identification of the characteristics of the area and its market. All of these considerations have been traversed through the FDS, the HBA and the analysis that informs this plan change.

10.5.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There is an existing wetland (#5149) within 75 Seaton Valley Road.
75 Seaton Valley Road includes a water storage dam (which is defined as a classified dam) and an ephemeral stream runs from the wetland to the dam. Any development would need to recognise the presence of the wetland and mitigate impacts to it.

A portion of T-33 below the classified dam (and also land across the road at 49 Stafford Drive) is proposed to be residentially developed. The presence of the classified dam is recognised as a risk to residential development and as such it is proposed to defer T-33 (and other PC81 residential sites below the dam) until sufficient evidence is provided demonstrating that any risk posed from the dam to downstream residential areas has been effectively mitigated or eliminated.

10.5.8. CONTAMINATED LAND

The majority of the land contains Pre-1970 Orchard Land, identified as a historical pesticide site. Land parcels 125 and 129 have identified remediated land sites aligning with the building sites. This does not prevent the land from being developed - any requirements for mitigation can be built into any resource consent application.

10.5.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-33

Summary of Options

[11] Gardon Trust & Others v Auckland Council & Others [2025] NZEnvC 058

- **Option 1:** Retain the status quo and keep the existing Rural Residential zoning.
- **Option 2 (Preferred):** Rezone T-33 to Rural Residential deferred Medium Density Residential.
- **Option 4**: Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current Rural Residential zoning would preserve the existing low-density land use and delay the delivery of much-needed housing in Māpua. This approach would not make efficient use of land that has been identified for urban expansion in both the FDS and the Māpua Masterplan. The current zoning also fails to leverage planned infrastructure investments, such as new water and wastewater services and upgrades to Seaton Valley Road and its intersection with Māpua Drive. Rezoning to enable medium density residential development will require careful management of servicing, particularly as new services are planned by year 10 to enable growth.

The presence of a classified dam on the land introduces a further constraint, as residential development below the dam must be deferred until risks are mitigated or eliminated. The site also contains pre-1970 orchard land, which may require soil contamination mitigation at the resource consent stage. The undulating topography, presence of ephemeral streams, and a wetland within 75 Seaton Valley Road require sensitive design to manage flood risk, protect ecological values, and provide for recreational linkages. The Outline Spatial Plan will need to address these constraints and ensure that development is staged appropriately.

Benefits and Opportunities

Rezoning T-33 as proposed will enable the delivery of a significant number of new dwellings in a location identified for growth in both the FDS and the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and recreational links. The site's proximity to existing and planned infrastructure, makes it highly suitable for residential intensification. The plan provides for a mix of housing types, including medium density options, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community. The inclusion of reserves and recreational linkages will enhance amenity, support ecological restoration, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting a mixture of housing options and improved recreational access in Māpua. The presence of a wetland and the opportunity for restoration planting provide additional environmental benefits.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling medium density residential development in a well-located area, PC81 supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure

upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for residential development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of the dam risk, and the mitigation of any contamination from historic orchard use. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for growth, limit the district's ability to meet housing demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-33 to enable medium density residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of recreational and open space amenities will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-33 as proposed—Rural Residential deferred Medium Density Residential, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

10.5.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.6. Māpua – T-237a-g

Area Name:	Higgs Road/ Jessie Street
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	178 dwellings
Area (ha):	17.8

Recommended Zoning Change:

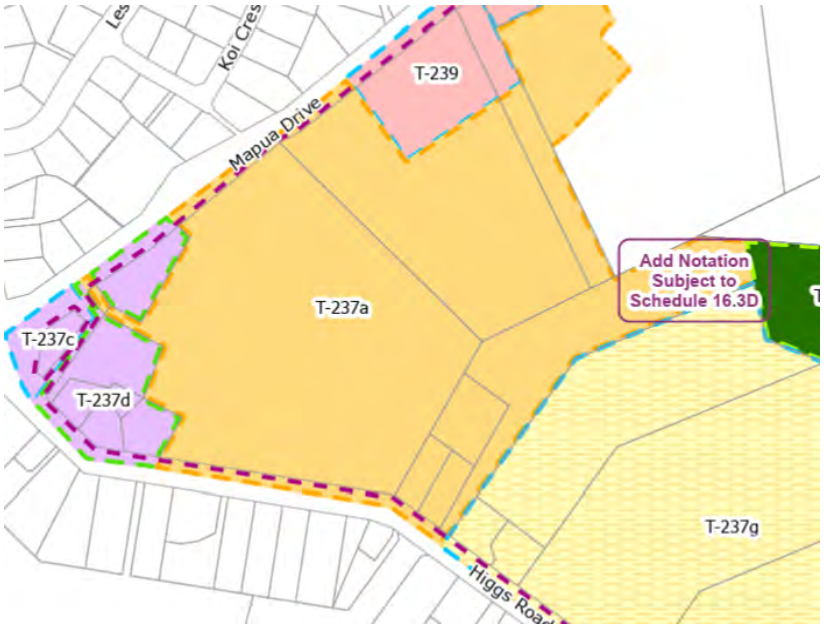
Medium Density Residential (T-237a/b)

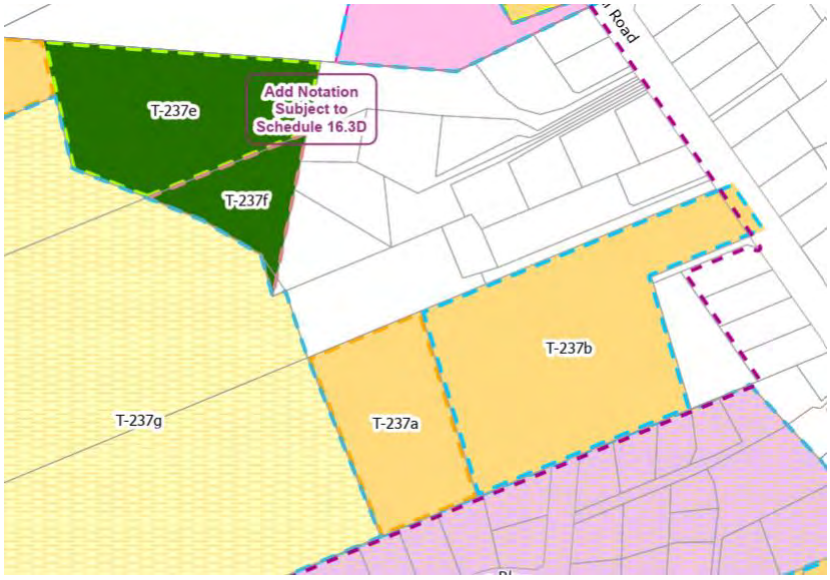
Standard Residential (T-237c/d)

Open Space (T-237-e/f)

Rural 1 deferred Medium Density Residential (T-237g)

Add Outline Spatial Plan overlay





Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.6.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

The land parcels identified as T-237a-g was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate

locations, in areas away from coastal margins and low-lying locations. Some areas identified for development, including sites T-237a-g, lacked appropriate infrastructure and those areas were given a deferred zoning subject to the upgrading of the infrastructure.

The TRMP includes several indicative roads, reserves and walkways within T-237. It is proposed to remove these indicative items as part of PC81 and replace with roading and reserve requirements outlined in a proposed Outline Spatial Plan.

The majority of the area is proposed to be medium density residential (T-237a-b) with several properties identified on the corner of the Higgs Road/ Māpua Drive proposed to be rezoned residential. An area of Open Space is proposed at T-237e-f as an undevelopable area to be utilised for stormwater detention.

The land parcels associated with T-237g are proposed Rural 1 deferred Medium Density Residential pending a pedestrian connections to Aranui Road via 29 Jessie Street or an alternative. This is because the existing pedestrian connection is considered insufficient. Refer to the Infrastructure Report (Appendix 3) for further information.

T-237a-g is also located within the Māpua Development Area and Land Development Area 1 – no changes are proposed to these spatial layers.\

Māpua Masterplan

This area was identified in the Māpua Masterplan for residential development and the FDS (partially) for intensification. Both of these processes went through robust community consultation process prior to being adopted. The community are generally in support of providing for a mixture of housing options in Māpua.

10.6.2. NATURAL HAZARDS CONSIDERATIONS

The land is undulating and contains several small, typically ephemeral, tributary streams. As such, it is not considered to be subject to natural hazards.

10.6.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Land at 29 Jessie Street has existing servicing. However, the balance of the area has new services planned after year 10 to enable growth. There is some capacity in the existing services which can be realised however development will need to be staged as there is not sufficient services for the development of the entire area within 10 years.

Wastewater Servicing	Land at 29 Jessie Street has existing servicing. However, the balance of the area has new services planned after year 10 to enable growth. There is some capacity in the existing services which can be realised however development will need to be staged as there is not sufficient services for the development of the entire area within 10 years.
Stormwater Servicing	For part of 120 Higgs Road (adjoining Māpua Drive), provision has been indicatively made for stormwater to drain to the Seaton Valley Detention Wetland. This is included in the proposed Outline Spatial Plan. Other areas of the site would need stormwater detention in the area identified within T-237e/f. This area is proposed to be zoned open space for this purpose.
Transportation/ Roading Servicing	An Outline Spatial Plan for the T-237 area identifies key walking, cycling, and vehicle access points to the site. 29 Jessie Street has Aranui Road frontage. Pedestrian access to Aranui Road is identified via an indicative walkway on the Outline Spatial Plan. This connection is an important connection for the wider T-237a-g site as pedestrian access to Higgs Road is limited by inadequate pedestrian connections. The TRMP currently shows an indicative road access to Aranui Road. As part of proposed Outline Spatial Plan this indicative road has been removed and replaced with an indicative recreational link to reduce further congestion on Aranui Road. Indicative roading is also shown providing access to Higgs Road, Lionel Place and Māpua Drive. Vehicle access points are included in the proposed Outline Spatial Plan. Refer to the Infrastructure Report in Plan Change 81 Section 32 Report, Appendix 3 for more information.

10.6.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

There are no registered archaeological sites recorded within T-237.

10.6.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	**Indicative Items:** Existing indicative reserves are included in the TRMP. These are proposed to be replaced with reserves identified in the proposed Outline Spatial Plan. Aranui Park and a protected wetland adjoin T-237. Additional wetland and neighbourhood parks are proposed as part of the Outline Spatial Plan. These areas are important recreation connection for this area. Another important linkage is a connection through to the Māpua Recreation Reserve and Māpua Village Commercial Area which includes a community hall, sports fields, tennis courts, a bowling green, children's play area, library and shops. Recreational linkages to these areas are included within Proposed PC81.
Other facilities	NA

10.6.6. PRODUCTIVE LAND

The land is identified as LUC3 - Undulating to rolling downland on weathered gravels below 300 m asl with low fertility. The NPS-HPL currently identifies land that is LUC3 as highly productive. NPS-HPL excludes any land that has been identified for future Urban Development such as this land which is currently deferred for residential development. Additionally, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.6.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

No SNA's or permanent flow streams are located on this site.

10.6.8. CONTAMINATED LAND

Seven Hail sites are located on T-237 which was a pre-1970's orchard

- Three hail sites (#1571, #601, #602) have been sampled and it was found that hazardous substances levels were acceptably low and did not present risks to people and the environment.
- Three Hail sites (#1680, #1570, #604, #600) have not been sampled but were verified with the potential for contamination due to confirmation of past or present activity.

Appropriate mitigation measures will need to be included in any resource consent application for the site.

10.6.9. OTHER CONSIDERATIONS

Three protected trees are located on site T-237.

- T581-Pinus muricata
- T909-Liquidambar styraciflua
- T910-Eucalyptus species

Any development within T-237 will need to avoid impacts to the protected trees providing a sufficient buffer distance from tree driplines. An environmental assessment will be undertaken at the resource consent stage once development plans are proposed.

10.6.10. OPTIONS ASSESSMENT FOR SITE LOCATION T-237a-g

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to a mix of Medium Density Residential (T-237a/b), Standard Residential (T-237c/d), Open Space (T-237e/f), and Rural 1 deferred Medium Density Residential (T-237g).
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current Rural 1 deferred Residential zoning would delay the delivery of much-needed housing and open space in Māpua and would not make efficient use of land that has been identified for urban expansion. The current zoning also fails to leverage

planned infrastructure investments, such as new water and wastewater services and upgrades to local roads. Rezoning to enable a mix of residential densities and open space will require careful management of servicing, particularly as new services are planned after year 10 to enable growth. Until these are in place, development will need to be staged.

The site contains several indicative roads, reserves, and walkways in the TRMP, which are proposed to be replaced by requirements in the Outline Spatial Plan. The area also includes pre-1970 orchard land, which may require soil contamination mitigation at the resource consent stage. The undulating topography, presence of ephemeral streams, and the need for stormwater detention require sensitive design to manage flood risk, protect ecological values, and provide for recreational linkages. The Outline Spatial Plan will need to address these constraints and ensure that development is staged appropriately, particularly for areas where pedestrian connections are currently insufficient.

Benefits and Opportunities

Rezoning T-237a–g as proposed will enable the delivery of a significant number of new dwellings in a location identified for growth in both the FDS and the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and recreational links. The site's proximity to existing and planned infrastructure, as well as its location near the Māpua village centre, makes it highly suitable for residential intensification. The plan provides for a mix of housing types, including medium density options, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community. The inclusion of open space and recreational linkages will enhance amenity, support ecological restoration, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting a mixture of housing options and improved recreational access in Māpua. The presence of protected trees and the opportunity for restoration planting provide additional environmental benefits.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling a mix of residential densities and open space in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for residential development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of flood risk, and the mitigation of any contamination from historic orchard use. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of

not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for growth, limit the district's ability to meet housing demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-237a–g to enable a mix of residential and open space development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of recreational and open space amenities will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-237a–g as proposed—with a mix of Medium Density Residential, Standard Residential, Open Space, and Rural 1 deferred Medium Density Residential, and an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

10.6.11. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.

- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks). The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas). The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

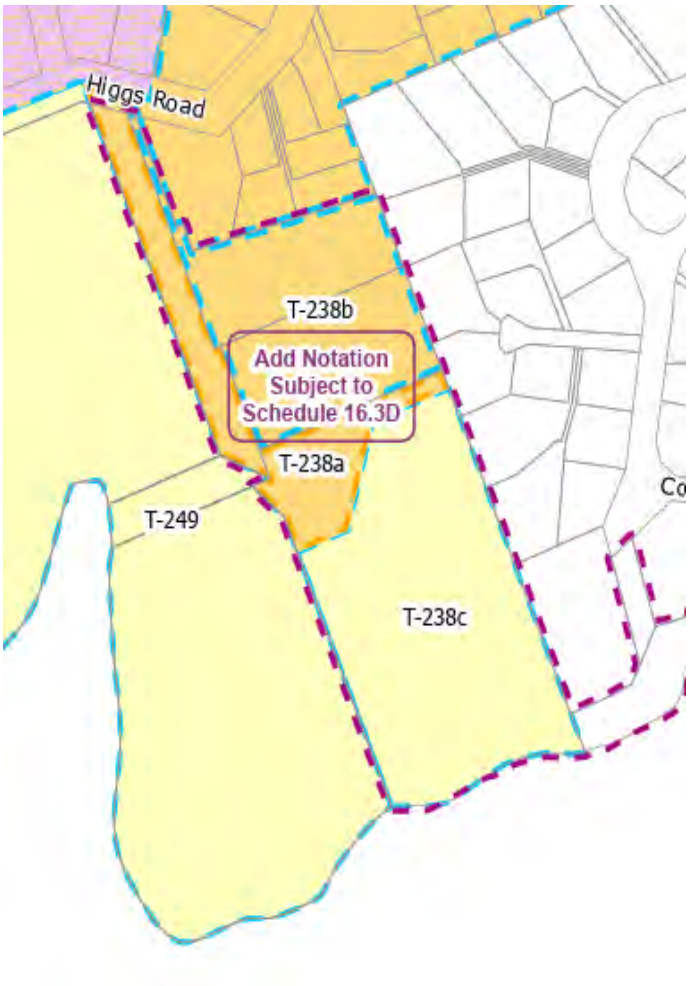
10.7. Māpua – T-238a, T-238b, T-238c

Area Name:	33 and 35 Higgs Rd
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	28 dwellings (T-238a, T-238b)
Area (ha):	3.4 Ha

Recommended Zoning Change:

Medium Density Residential (T-238a/b) and part Rural 1 (T-238c).

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.7.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

The land parcels identified as T-238 (T-238a and T-238c) are subject to two different zonings under the TRMP. The majority of 35 Higgs Road was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. Some areas identified for development, such as the majority of site T-238, lacked appropriate infrastructure and those areas were given a deferred zoning subject to the upgrading of

the infrastructure. 33 Higgs Road and the remainder of 35 Higgs Road have been zoned Residential since the notification of the TRMP in 1996.

The TRMP includes an indicative reserve along the coastal margin of T-238c. The indicative reserve was introduced through Plan Change 22 and is intended to provide a 20m wide link between Higgs Reserve (west) to the Aranui Road-Langford Drive Walkway, east of the T-238.

The site lies within the Coastal Environment Area as defined by the TRMP and Cultural Heritage Site N27-130 is located on the coastal margin. PC81 proposes to retain the Coastal Environment Area Overlay.

The proposed Outline Spatial Plan incorporates the following key elements:

- Rural 1 land and no-build area: The area closest to the coastal margin is identified as Rural 1 land (T-238c), with a designated no-build area extending from the coastal reserve inland to the proposed Medium Density Residential Zone. This restriction reflects the presence of significant vegetation and challenging topography. Within this area, a portion of land is identified as suitable for a building platform.
- Medium Density Residential Zone: The area further inland, away from the coastal edge, is proposed to be zoned Medium Density Residential (T-238a/b). This zoning is consistent with the proposed medium density zoning of the adjacent brownfield land and supports a coherent land use pattern.
- Coastal reserve and recreational connection: A reserve is proposed along the coastal margin, extending along the site's eastern boundary in response to the site's topography, before linking diagonally through to Higgs Road. This reserve corridor is intended to provide an important recreational and pedestrian connection within the wider area.

Māpua Masterplan

This area was identified in the Māpua Masterplan for residential development and the FDS (partially) for intensification. Both of these processes went through robust community consultation process prior to being adopted. The community are generally in support of providing for a mixture of housing options in Māpua.

The Māpua Masterplan identifies an indicative reserve along the coastal margin, extending this reserve along the boundary of 35 Higgs Road through to Higgs Road, thereby establishing a direct connection between the road and the coast. Community consultation undertaken as part of the Masterplan process indicated strong support for this connection, both for its recreational benefits and its ecological value. The coastal margin supports significant habitat for coastal species, and the provision of a defined access route is intended to help manage public movement in a way that enhances the protection of the adjoining Queen Elizabeth II covenanted land.

10.7.2. NATURAL HAZARDS CONSIDERATIONS
The land is undulating and includes a small gully, likely containing a small ephemeral tributary stream. There is a small area of lower lying land adjacent to the coast. Apart from the coastal margin and steeper slopes at the head of the gully, the site is not subject to natural hazards.

10.7.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	33 Higgs Road and part of 35 Higgs Road is already zoned Residential. Although there is no servicing planned in the medium to long term term for the Medium Density Zoning of part of the land, it is considered that there is sufficient capacity in the system to manage some development in the area.
Wastewater Servicing	33 Higgs Road and part of 35 Higgs Road is already zoned Residential. Although there is no servicing planned in the medium to long term term for the Medium Density Zoning of part of the land, it is considered that there is sufficient capacity in the system to manage some development in the area.
Stormwater Servicing	No hazardous flooding expected in 1% event. No impact on proposed housing from 2m of SLR. A developer-led solution will need to be incorporated.
Transportation/ Roading Servicing	This site is close to central Māpua. There is a footpath on the development side of Higgs Road at this location, so assuming that footpath improvements on Higgs Road are carried out as the greenfield land is developed, the site will have good connectivity to central Māpua. The site will also have good future pedestrian and cycle connectivity along the esplanade reserve to Aranui Road near the wharf, and to Langford Drive.

10.7.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and

developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

There is one Archaeological site recorded within this area and it would be expected that other sites could be present in T-238.

10.7.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	The TRMP includes an indicative reserve along the coastal margin of T-238. The indicative reserve was introduced through Plan Change 22 and is intended to provide a 20m wide link between Higgs Reserve (west) to the Aranui Road-Langford Drive Walkway, east of the T-238. This link is included in the proposed Outline Spatial Plan. The indicative reserve will encompass some of the mature vegetation on the site to break up the visual density over the site.
Other facilities	NA

10.7.6. PRODUCTIVE LAND

LUC3 - Undulating to rolling downland on weathered gravels below 300 m asl with low fertility

NPS-HPL currently identifies land that is LUC3 as highly productive. The majority of this site is zoned residential and is developed and fragmented. NPS-HPL excludes any land that has been identified for future Urban Development. Additionally, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.7.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

Adjoins the estuary and contains mature vegetation but no particular values have been identified. Adjoins a QEII open space covenant area. No SNA's or permanent streams.

10.7.8. CONTAMINATED LAND

No HAIL sites identified

10.7.9. OPTIONS ASSESSMENT FOR SITE LOCATION T- T-238

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential and Residential zoning.
- **Option 2 (Preferred):** Rezone to Medium Density Residential (T-238a/b) and part Rural 1 (T-238c).
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain a mix of rural and low-density residential land use, but it would not address the identified need for additional housing in Māpua, nor would it make efficient use of land that is strategically located for urban expansion. The current zoning also fails to leverage planned infrastructure investments, such as new water and wastewater services and upgrades to local roads. Rezoning to enable medium density residential development will require careful management of servicing, particularly as new services are planned for the area.

The undulating topography, presence of a small gully and ephemeral stream, and the proximity to the coastal margin require sensitive design to manage flood risk, protect ecological values, and provide for recreational linkages. There is also a need to consider the mature vegetation on site and the presence of a QEII open space covenant on adjoining land. Soil contamination from historic orchard use may require mitigation at the resource consent stage.

Benefits and Opportunities

Rezoning T-238 as proposed will enable the delivery of new dwellings in a location identified for growth in both the FDS and the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and recreational links. The site's proximity to existing and planned infrastructure, as well as its location near the Māpua village centre, makes it highly suitable for residential intensification.

The plan provides for medium density housing, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community. The inclusion of a reserve along the coastal margin and a no-build area in T-238c will enhance amenity, support ecological restoration, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting a mixture of housing options and improved recreational access in Māpua. The presence of mature vegetation and the opportunity for restoration planting provide additional environmental benefits.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling medium density residential development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for residential development, subject to the planned infrastructure upgrades. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for growth, limit the district's ability to meet housing demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-238 to enable medium density residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of recreational and open space amenities will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-238 as proposed—Medium Density Residential and part Rural 1, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

10.7.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks). The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

10.8. Māpua – T-239

Area Name:	Part 120 Higgs Rd
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	7000m^2 of commercial land
Estimated Area (ha):	7000m^2
Recommended Zoning Change:	
Commercial. Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.8.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

120 Higgs Road (part) is currently zoned Rural 1 deferred Residential in the TRMP.

The majority of 120 Higgs Road was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. Some areas identified for development, such as the majority of site T-239, lacked appropriate infrastructure and those areas were given a deferred zoning subject to the upgrading of the infrastructure.

The site is identified in the TRMP as being within the Māpua Development Area. The Māpua Development Area was intended to accommodate residential and business growth through to 2031 and beyond. No changes are proposed to this overlay.

The site adjoins Designation 121 – State highway 60.

The TRMP includes an indicative reserve located over an area of mature vegetation. T239 also includes indicative roading proposing a single entrance from Higgs Road, providing access to the remainder of 120 Higgs Road. These indicative items are proposed to be

removed and replaced with a proposed Outline Spatial Plan. The Outline Spatial Plan includes vehicle access points, walkways and reserves.

Māpua Masterplan

This site was identified for commercial development in the Māpua Masterplan. Appropriate commercial greenfield land for large retail outside of inundation risk, centrally located and close to major transport links is limited in Māpua. The Masterplan considered that T-239 was appropriate for commercial zoning because it meets all of these requirements.

The Council's latest Housing and Business Assessment 2024 shows that commercial land capacity in Māpua is limited over the next 30 years - and this is based on a business land demand model (Sense Partners updated 2023) that officers consider to be conservative. Existing commercial capacity is restricted to existing zoned areas in Iwa Street, Aranui Road and the wharf. When the projected model's demand is compared with recent commercial/retail building consents 2016-2022, projected retail/commercial land in Tasman's urban environment would be 15 ha instead of 6 ha 2024-2054. Given additional housing is being added in Māpua it is prudent to add additional business opportunities for future residents. 43% of people who live in Māpua and work, worked from home, or walked or cycled to work (2023 census data).

Geotechnical Assessment

During submissions on the Masterplan, a submitter indicated that there were soil constraints for this site. As part of the Masterplan project a preliminary geotechnical assessment was undertaken to determine the soil suitability for commercial development. This assessment indicates that the land would be suitable for commercial development.

Part of the site is located in a gully with an ephemeral stream with a sizable catchment from the surrounding undeveloped properties. Either stormwater detention within the site or upgraded stormwater infrastructure downstream will be required. Development on the site will require either the removal of soft soils and replacement with certified fills or possibly use of piled foundations on top of the existing soils. Development of the hillside would likely require earthwork cuts to create level platforms for buildings and hard standings. Cuts could be achieved that did not result in slope instability hazards.[12]

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on T-239.

[12] *TerraFirma (2025) Preliminary Geotechnical Executive Summary for Potential Land Rezoning at 120 Higgs and 49 Stafford Drive, Māpua.27 May 2025.*

10.8.2. NATURAL HAZARDS CONSIDERATIONS
The site is located in a relatively gently sloping gully with a small, ephemeral stream flowing through it. Development of the site will need to accommodate this watercourse. Apart from the northern corner, the property is elevated above expected flood levels from Seaton Valley Stream. Although the northern corner is relatively low lying, given the distance to the open coast there is very low likelihood of the site being inundated by water originating from the open coast.

10.8.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	Although there is no services planned until after year 10. There is sufficient capacity within the current system to provide for some level of development within the Higgs Road/ Māpua Drive area.
Wastewater Servicing	Although there is no services planned until after year 10. There is sufficient capacity within the current system to provide for some level of development within the Higgs Road/ Māpua Drive area.
Stormwater Servicing	Provision has been made in principle for stormwater discharge to the future Seaton Valley Detention Wetland. An existing open channel traversing the site will need to be retained and incorporated into the redevelopment. The proposed Outline Spatial Plan for the site shows this open waterway channel as a reserve area and allows for it's incorporation into the development of the site.
Transportation/ Roading Servicing	The site adjoins Designation 121 – State highway 60 (Māpua Drive). The proposed Outline Spatial Plan includes access points and roading connections within the wider sites.

10.8.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.8.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	There is an indicative reserve shown in the TRMP for this site which encompasses an area of mature trees. This indicative reserve is replaced by the proposed Outline Spatial Plan which identifies reserve areas.
Other facilities	NA

10.8.6. PRODUCTIVE LAND

LUC3 - Undulating to rolling downland on weathered gravels below 300 m asl with low fertility.

NPS-HPL currently identifies land that is LUC3 as highly productive. This land is identified in the current TRMP for residential development. NPS-HPL excludes any land that has been identified for future Urban Development. Additionally, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.8.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

A small, ephemeral stream flowing through the site. No SNA's are identified for this site. The site does contain mature vegetation.

10.8.8. CONTAMINATED LAND

One Hail site (1565) is identified for T-239. The site is a verified HAIL site and has been sampled, but not in sufficient detail to quantify risks to people and/or the environment from the hazardous substances present.

10.8.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-239

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Commercial.

- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Residential, which would delay the delivery of much-needed commercial land in Māpua and would not make efficient use of land that is strategically located for business expansion. The current zoning also fails to leverage planned infrastructure investments, such as new water and wastewater services and upgrades to local roads. Rezoning to enable commercial development will require careful management of servicing.

The site is located in a gently sloping gully with an ephemeral stream, and development will need to accommodate this watercourse and manage stormwater appropriately. There is also a need to consider the presence of soft soils, which may require removal or engineering solutions such as piled foundations. The site contains pre-1970 orchard land and a historic chemical storage area, which may require soil contamination mitigation at the resource consent stage.

Benefits and Opportunities

Rezoning T-239 as proposed will enable the delivery of new commercial land in a location identified for business growth in the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for access, reserves, and stormwater management. The site's proximity to existing and planned infrastructure, as well as its central location makes it highly suitable for commercial development.

The proposal provides for a significant expansion of business land, which will help address the district's shortfall in commercial capacity and support a more diverse and resilient local economy. The inclusion of a reserve area for the retention of the open waterway channel will enhance amenity, support ecological values, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting more business opportunities and improved access to services in Māpua. The site's size and location make it suitable for larger retail or commercial uses that are not easily accommodated elsewhere in the town.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling commercial development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for commercial land and integrating open space and stormwater management, the plan supports both economic and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for commercial development, subject to the planned infrastructure upgrades, and geotechnical solutions. The main risks of acting—rezoning to enable commercial development—relate to the timing and delivery of servicing, the management of stormwater, and the mitigation of any contamination from historic orchard or chemical storage use. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development.

The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for business growth, limit the district's ability to meet commercial demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated stormwater and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-239 to enable commercial development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply of business land, the plan will help attract and retain businesses, support local employment, and provide services for both residents and visitors. The integration of open space and stormwater management will enhance the attractiveness of the area, supporting both community wellbeing and the local economy. The site's location near State Highway 60 makes it particularly suitable for larger-scale commercial uses that can serve a wider catchment.

Overall Appropriateness

Rezoning T-239 as proposed—Commercial, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional business land, supports integrated infrastructure, and provides a clear, future-focused framework for sustainable economic growth in Māpua. The risks associated with servicing, geotechnical stability, and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and business development.

10.8.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.

- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.9. Māpua – T-240

Area Name:	109 and 119 Aranui Road
Town/Location:	Māpua
Current Zone:	Rural Residential deferred Residential
Estimated Yield:	7 dwellings
Area (ha):	0.53 Ha
Recommended Zoning Change:	
Medium Density Residential Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.9.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

109 and 119 Aranui Road is currently zoned Rural Residential deferred Residential in the TRMP.

The majority of 109 and 119 Aranui Road was rezoned from Rural Residential to Rural Residential deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. Some areas identified for development, such as the majority of site T-240, lacked appropriate infrastructure and those areas were given a deferred zoning subject to the upgrading of the infrastructure.

The site is identified in the TRMP as being within the Māpua Development Area. It is proposed to retain the development area.

The land is proposed to be included in an Outline Spatial Plan (refer TRMP Schedule of Amendments Schedule 16.3D) to provide a comprehensive plan for the Higgs Road/ Aranui Road greenfield area. No indicative walkways or roads are proposed on the site.

Māpua Masterplan

As part of the Māpua Masterplan process the landowner of T-240 sought the inclusion of it as medium density residential in the Masterplan due to its central location, topography and overall suitability for intensive development.

Following advice from councils SMEs specifically natural hazards and servicing – the Masterplan recommended its inclusion as Medium Density Housing with further assessments undertaken during the plan change process to ensure that this is the appropriate residential zoning for the sites.

The Masterplan noted that even with the identified capacity, Tasman remains 365 dwellings short in the next 10 years in its urban environment. Nelson also has an identified shortage of an additional 240 dwellings in the shared urban environment in the next 10 years, totalling 608 dwellings. The identified shortage of attached dwellings in the shared urban environment amounts to 845 dwellings in the next 10 years. Any further medium density capacity that can be realised is therefore helpful in making up for some of the identified shortfall.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-240. There is a recorded archaeological site across the road and there may be more unrecorded sites within the area.

10.9.2. NATURAL HAZARDS CONSIDERATIONS

T-240 is located on the landward edge of the Māpua coastal plain. It is reasonably low lying, but well separated from the open coast (which is approximately 660 metres southeast of the site). Existing ground levels at the site are above the high tide level under a 2 metres sea level rise scenario, but below the level of a 1% AEP storm tide and wave setup event occurring under a 2 metres sea level rise scenario.

Mitigation measures such as finished ground levels and freeboard requirements can be determined as part of any resource consent application.

10.9.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	Current services sufficient for growth
Wastewater Servicing	Current services sufficient for growth
Stormwater Servicing	Onsite soakage is assumed to be the primary stormwater management solution.
Transportation/ Roading Servicing	The small yield of this site is unlikely to have significant effects on the wider transport network. The Great Taste Trail runs along this section of Aranui Road, and a shared pedestrian/ cycle path runs along the boundary of this site. Sight distances in accordance with Figure 4-11 of the NTLDM will need to be provided at vehicle crossings across the shared path.

10.9.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman. Adjoining land at 118 Aranui Road includes NZAA site N27-082 registered as a midden. There may be other non-registered sites identified within the area. A memorandum was sent to all nga iwi representatives outlining the Māpua PC81 sites with recorded archaeological sites on Archsite and seeking feedback[13]. No feedback has been received to date.

10.9.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	There are no parks or reserves on this site. The site is well situated in terms of parks and reserves with the Aranui Park Scenic Reserve and the Māpua Recreation Reserve

[13] *Tasman District Council Memorandum to Ngā Iwi Representatives from Anna McKenzie dated 21 July 2025.*

	both located within walking distance (<200m) from the site.
Other facilities	NA

10.9.6. PRODUCTIVE LAND

LUC4: Flat to undulating coastal sand flats, sand dunes and old gravel beach ridges below 60 m asl with low fertility excessively drained. This site under the NPS-HPL is not considered to be highly productive.

10.9.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no SNA's or permanent streams on this site.

10.9.8. CONTAMINATED LAND

No HAIL sites are identified for T240.

10.9.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-240

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural Residential deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Medium Density Residential.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural Residential deferred Residential, which would delay the delivery of much-needed housing in Māpua and would not make efficient use of land that is strategically located for urban expansion. The current zoning also fails to leverage planned infrastructure investments, such as new water and wastewater services and upgrades to local roads.

The site is relatively low-lying but is well separated from the open coast, and existing ground levels are above the high tide level under a 2-metre sea level rise scenario.

However, the site is below the level of a 1% AEP storm tide and wave setup event under a 2-metre sea level rise scenario, so mitigation measures such as finished ground levels and freeboard requirements will need to be determined at the resource consent stage. There are no parks or reserves on the site, but it is well situated in terms of access to nearby reserves and recreational amenities. There are no heritage buildings, protected trees, or recorded archaeological sites on the property, but there is a registered archaeological site across the road and the entire Mapua area is culturally significant to local iwi.

Benefits and Opportunities

Rezoning T-240 as proposed will enable the delivery of new medium density housing in a location identified for growth in the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for access, reserves, and urban design. The site's proximity to existing and planned infrastructure, as well as its location near the Māpua village centre and recreational amenities, makes it highly suitable for residential intensification.

PC81 provides for a significant increase in housing supply, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient local community. The site's location along Aranui Road, with access to the Great Taste Trail and shared pedestrian/cycle paths, supports active transport and connectivity.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling medium density residential development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth.

The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for residential development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of flood risk, and the need to ensure appropriate ground levels for future climate scenarios. These risks can be managed through the Outline Spatial Plan and resource consent conditions.

The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land, and limit the district's ability to meet housing demand. Not acting would also miss the opportunity to deliver integrated urban and recreational enhancements in the area.

Economic Benefits and Employment

Rezoning T-240 to enable medium density residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase.

Overall Appropriateness

Rezoning T-240 as proposed—Medium Density Residential, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

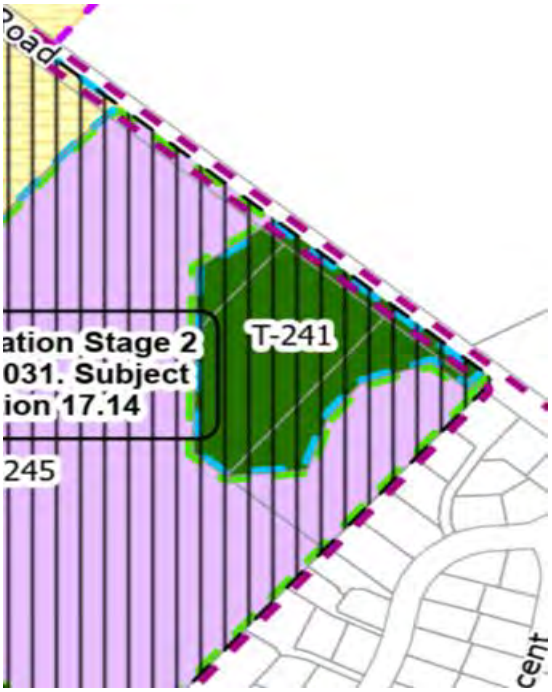
10.9.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to Medium Density Residential Zone (MDRZ) is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in Chapter 6 (Urban Environment Effects) and Section 6.4A (Land for Residential Activities).

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote intensification in identified areas, enabling a variety of housing types and sizes close to centres, supporting housing needs and demand, and achieving quality urban design outcomes.
- **Policy 6.4A.3.2(a)** specifically enables medium density development within walking or cycling distance of town centres and urban facilities, while **Policy 6.4A.3.3** requires a high standard of amenity through design and use of the Urban Design Guide.
- The proposal supports efficient use of land and infrastructure (**Objective 6.2.2.2**, **Policy 6.2.3.2A**), minimises loss of productive land (**Objective 6.2.2.1**, **Policy 6.2.3.1**), and aligns with the Future Development Strategy.
- The approach is also consistent with **Policy 6.1.3.1** (sustainable urban design), **Policy 6.1.3.2** (integrated stormwater management), and **Policy 6.2.3.6** (stormwater effects). Overall, the proposal is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for urban intensification.

10.10. Māpua – T-241

Area Name:	0 Seaton Valley Rd
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential (Stage 2)
Estimated Yield:	NA
Area (ha):	1.62 Ha
Recommended Zoning Change:	
Open Space Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.10.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

0 Seaton Valley Road is currently zoned Rural deferred Residential (Stage two) in the TRMP.

0 Seaton Valley Road was rezoned from Rural 1 to Rural 1 deferred Residential (Stage 2) in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services, and sites that would be continue to be deferred until Stage 2 (after 2031) when it was anticipated that the services would be available. T241 was a Stage 2 deferral site. The Stage 2 deferred zoning is no longer required for this site and the notation will be uplifted through this Plan Change.

The site is identified in the TRMP as being within the Māpua Development Area. no change to this spatial overlay is proposed.

The land is proposed to be included in an Outline Spatial Plan (refer TRMP Schedule of Amendments Schedule 16.3D). This will enable a comprehensive spatial framework for

the Seaton Valley Road area and includes amending existing indicative walkways on the subject land.

Māpua Masterplan

During deliberations on the Masterplan, a submitter requested the inclusion of all TRMP deferred sites within the Masterplan. 0 Seaton Valley Road was recognised as a Council owned stormwater detention basin and was identified as a utility reserve in the Masterplan.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-241.

10.10.2. NATURAL HAZARDS CONSIDERATIONS

The site currently contains a stormwater detention pond (therefore by definition is subject to periodic inundation). Prior to the construction of the stormwater detention pond, a drainage channel (a straightened tributary stream) flowed across the site. The centre of the site is low lying (only being approximately 0.5 m above present day MHWS).

10.10.3. SERVICING CONSIDERATIONS

Water Supply Servicing	No assessment required as no services required.
Wastewater Servicing	No assessment required as no services required.
Stormwater Servicing	No assessment required as no services required. Contains a Council stormwater detention pond.
Transportation/ Roading Servicing	Adjoins Seaton Valley Road, open space so no transport servicing required.

10.10.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and

developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.10.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	This site is proposed to be rezoned Open Space. The proposed Outline Spatial Plan for this site identifies recreational linkages from T-241 to proposed and existing reserves within the immediate area. Opposite the site, it also identifies a large land parcel to be developed as a recreational area (suitable for two sports fields and associated facilities).
Other facilities	This site is contains a Council dam for stormwater management (RM210613, RM210614 and RM210687).

10.10.6. PRODUCTIVE LAND

LUC3 - Undulating to rolling downland on weathered gravels below 300 m asl with low fertility

NPS-HPL currently identifies land that is LUC3 as highly productive. This site is identified in the TRMP for residential development. NPS-HPL excludes any land that has been identified for future Urban Development. Seaton Valley was identified for future Urban Development in the FDS. Additionally, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.10.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no SNA's associated with this site. There is a stream, dam and fresh water fish identified with this site.

10.10.8. CONTAMINATED LAND

No Hail sites are associated with T-241.

10.10.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-241

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential (Stage 2) zoning.
- **Option 2 (Preferred):** Rezone to Open Space.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide future use and connectivity.

Options 2 and 4 are the preferred approach, as it aligns with the Māpua Masterplan and the site's current and intended function as a stormwater detention basin and utility reserve.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Residential, which would preserve the theoretical potential for future housing but would not reflect the site's actual use or suitability. The land is low-lying, contains a stormwater detention pond, and is subject to periodic inundation. Its elevation is only about half a metre above present-day mean high water springs, making it highly vulnerable to flooding and unsuitable for residential development. The current zoning also fails to recognise the site's value as a utility reserve and its role in the wider stormwater management network for the Seaton Valley area. There are no heritage buildings, protected trees, or recorded archaeological sites on the property, and no significant servicing is required for its intended open space and utility function.

Benefits and Opportunities

Rezoning T-241 as Open Space will formalise and protect its current and intended use as a stormwater detention basin and utility reserve. This aligns with the Māpua Masterplan, which identifies the site as a Council-owned stormwater detention basin and recommends its inclusion as a utility reserve. The Outline Spatial Plan overlay will ensure that the site is integrated into the wider network of reserves and recreational linkages in the Seaton Valley area. The site's location adjacent to Seaton Valley Road and opposite a proposed large recreational area (suitable for sports fields and associated facilities) provides opportunities for enhanced recreational connectivity and community benefit. The rezoning will also support the long-term resilience of the local stormwater management system, helping to mitigate flood risk for surrounding residential and commercial areas.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By formalising the site's open space and utility function, the plan supports efficient land use,

hazard management, and coordinated infrastructure planning. The Outline Spatial Plan overlay ensures that the site's role in stormwater management is protected and that recreational linkages are provided for the benefit of the wider community. The approach is efficient, as it avoids the costs and risks associated with inappropriate residential development on a flood-prone site and leverages the site's existing and planned infrastructure.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for open space and utility use, given its current function as a stormwater detention basin and its low elevation. The main risks of acting—rezoning to Open Space—are minimal, as the site is already used for this purpose and no significant servicing or development is required. The risk of not acting is more significant: retaining the current zoning would perpetuate a planning misalignment, create unrealistic expectations for residential development, and potentially undermine the effectiveness of the local stormwater management system. Not acting would also miss the opportunity to deliver integrated recreational and utility benefits for the community.

Economic Benefits and Employment

While the economic benefits of rezoning T-241 to Open Space are modest, the change will support the long-term resilience and liveability of Māpua by protecting essential stormwater infrastructure and providing opportunities for recreational connectivity. The site's function as a utility reserve will help safeguard surrounding residential and commercial development from flood risk, supporting property values and community wellbeing. The integration of recreational linkages may also enhance the attractiveness of the area for residents and visitors.

Overall Appropriateness

Rezoning T-241 as Open Space, with an Outline Spatial Plan overlay, is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both technical advice and community aspirations. It recognises the site's actual and intended use, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable land management in Māpua. The risks associated with servicing and environmental management are minimal and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient open space and utility planning.

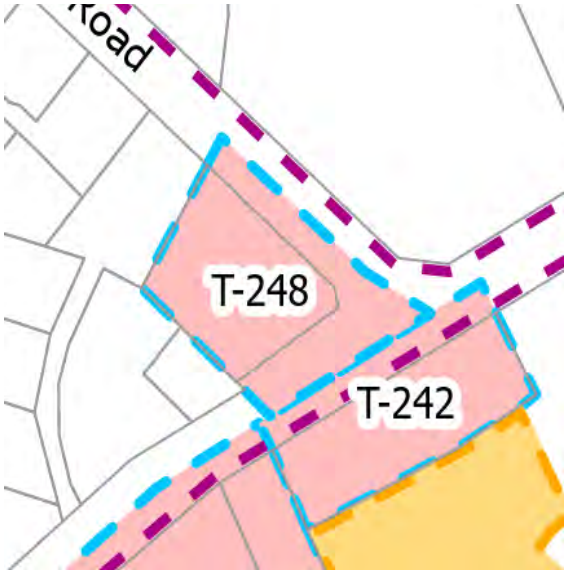
10.10.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Open Space or Recreation is consistent with the objectives and policies of the TRMP, particularly those in Chapter 17.9 (Open Space Zone), 17.10 (Recreation Zone), and Section 6.7 (Urban and Rural Centre Character, Design and Development).

- **Objective 6.7.2** and **Policy 6.7.3.1** seek to maintain and enhance the distinctive character of urban and rural centres, including the provision of open space and recreation areas.
- **Policy 6.8.3.24** and **6.8.3.25** (Richmond) and equivalent policies for other towns prioritise the acquisition and integration of open space and reserves, supporting recreation, ecological corridors, and climate resilience.
- The approach also aligns with **Policy 17.9.2.1** and **17.10.2.1** (permitted activities in Open Space and Recreation Zones), which provide for a range of recreation and community uses, subject to amenity and environmental standards.
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for open space and recreation.

10.11. Māpua – T-242

Area Name:	150 Māpua Drive
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	0.23 Hectares of Business land
Area (ha):	0.23 Ha
Recommended Zoning Change:	
Commercial Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.11.1. PLANNING BACKGROUND

150 Māpua Drive is currently zoned Rural 1 deferred Residential in the TRMP.

150 Māpua Drive was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services, T242 is a deferred site.

The site is identified in the TRMP as being within the Māpua Development Area. It is proposed to retain this spatial overlay. There are no other spatial layers relevant to the site.

The land is proposed to be included in an Outline Spatial Plan to facilitate a comprehensive spatial framework for the area.

Māpua Masterplan

The Masterplan recommended that T-242 is considered for rezoning as Commercial, in line with its existing use. It is included in the Masterplan as ‘future Commercial’.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-242.

10.11.2. NATURAL HAZARDS CONSIDERATIONS

The site is relatively low lying and on the margin of the coastal plain close to the mouth of Seaton Valley. It is well separated from the open coast (which is approximately 1,100 metres northeast and southeast of the site). Existing ground levels at the site are above the high tide level under a 2 metres sea level rise scenario, but below the level of a 1% AEP storm tide and wave setup event occurring under a 2 metres sea level rise scenario.

Mitigation measures such as finished ground levels and freeboard requirements can be determined as part of any resource consent application.

10.11.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Connections are available.
Wastewater Servicing	Connections are available
Stormwater Servicing	Indicative provision has been made for stormwater to discharge to the proposed Seaton Valley Detention Wetland.
Transportation/ Roading Servicing	This site is currently operating as a Commercial enterprize. The impacts from changing the zone are expected to be minimal.

10.11.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.11.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	There are no parks identified within the site. Aranui Park Scenic Reserve sits to the east of the site. The Outline Spatial Plan includes a stormwater management area adjoining to the west which is expected to be utilised also as a recreational link.
Other facilities	NA

10.11.6. PRODUCTIVE LAND

LUC3 – Undulating to rolling downland on weathered gravels below 300 m above sea level, characterised by low soil fertility.

Under the NPS-HPL, LUC3 land is currently identified as highly productive; however, this site has already been developed.

10.11.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no SNA's associated with this site. The site is largely developed and is in commercial use.

10.11.8. CONTAMINATED LAND

One HAIL site (589) is associated with T-242. The site has been sampled and it was found that the hazardous substances were acceptably low and did not present risks to people and the environment.

10.11.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-242

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Commercial.

- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Residential, which would delay the delivery of much-needed commercial land in Māpua and would not make efficient use of land that is strategically located for business expansion.

The site is currently operating as a commercial enterprise, and the impacts from changing the zone are expected to be minimal. There are no heritage buildings, protected trees, or recorded archaeological sites on the property, and no significant ecological constraints have been identified.

Benefits and Opportunities

Rezoning T-242 as proposed will enable the delivery of new commercial land in a location identified for business growth in the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for access, reserves, and stormwater management. The site's proximity to existing and planned infrastructure, as well as its location near the Māpua village centre and State Highway 60, makes it highly suitable for commercial development.

PC81 provides for a significant expansion of business land, which will help address the district's shortfall in commercial capacity and support a more diverse and resilient local economy. The inclusion of a stormwater management area adjoining to the west, which is expected to be utilised as a recreational link, will enhance amenity and support ecological values. The rezoning also responds to community feedback supporting more business opportunities and improved access to services in Māpua.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling commercial development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth.

The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use and community needs.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for commercial development. The main risks of acting—rezoning to enable commercial development—relate to the timing and delivery of servicing, the management of flood risk, and the need to ensure appropriate ground levels for future climate scenarios. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for business growth, limit the district's ability to meet commercial demand, and undermine the objectives of the Masterplan.

Economic Benefits and Employment

Rezoning T-242 to enable commercial development may stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. Noting that this site already contains an operating business. By increasing the supply of business land, the plan will help attract and retain businesses, support local employment, and provide services for both residents and visitors. The integration of stormwater management and recreational linkages will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-242 as proposed—Commercial, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional business land, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable economic growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and business development.

10.11.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.
- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

10.12. Māpua – T-243

Area Name:	107a/b Aranui Road
Town/Location:	Māpua
Current Zone:	Rural Residential deferred Residential
Estimated Yield:	NA
Estimated Area (ha):	0.472
Recommended Zoning Change:	
Rural Residential (serviced) Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.12.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

107a/b Aranui Road is currently zoned Rural Residential deferred Residential in the TRMP.

107a/b Aranui Road was rezoned from Rural Residential to Rural Residential deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services.

The site is identified in the TRMP as being within the Māpua Development Area. It is proposed to retain this spatial overlay.

The land is proposed to be included in an Outline Spatial Plan to provide a comprehensive spatial framework for the area. No walkways, roads or reserves are proposed on the site.

The site is rural residential (serviced) deferred residential. It is proposed to be downzoned to rural residential (serviced). A substantial wetland forms part of the larger land parcel and other areas of the land parcel are low-lying. As part of the Māpua Masterplan deliberations an email[14] was received by the landowner requesting that T-243 remain in rural residential zoning due to concerns around the viability of the QEII wetland. These concerns are shared by the Councils ecologist, Matt Moss who recommends downzoning T-243 to rural residential to protect the integrity of the wetland[15].

Māpua Masterplan

The Masterplan acknowledges the low-lying nature of T-243 and its existing wetlands. It recommends that these land parcels are identified as future Rural Residential.

Heritage Building

A heritage building registered with Heritage New Zealand is located on the site (#2973). A clay Pise house is located on this site.

Other considerations

There are no protected trees or recorded archaeological sites located on the T-243. There is a recorded archaeological site in the vicinity of T-243 and there may be other unrecorded archaeological sites in the area.

10.12.2. NATURAL HAZARDS CONSIDERATIONS

T-243 is located on the landward edge of the Māpua coastal plain. Apart from an area of elevated land at the southern corner of the site, much of it is low lying, but well separated from the open coast (which is approximately 700 metres southeast of the site). Existing ground levels over much of the site are only marginally above the high tide level under a 1 metre sea level rise scenario. The bulk of the low-lying land is expected to be impacted under a 1.5 metres sea level rise scenario.

Mitigation measures such as finished ground levels and freeboard requirements for individual building sites can be determined as part of any resource consent application.

10.12.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Current services sufficient.
Wastewater Servicing	Current services sufficient.

[14] *Email Judy Mitchell dated 12 May 2025.*
[15] *Email Matt Moss dated 29 July 2025.*

Stormwater Servicing	The site is currently unserviced, with onsite soakage assumed to be the primary stormwater management solution.
Transportation/ Roading Servicing	The site has two access points onto Aranui Road. The current access is provided to two existing dwellings. No further development is expected on this site and therefore no transport impacts are envisaged.

10.12.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.12.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	This site adjoins the Aranui Park Scenic Reserve. The South-west portion of the site (wetland) is subject to an open space covenant.
Other facilities	NA

10.12.6. PRODUCTIVE LAND
LUC4: Flat to undulating coastal sand flats, sand dunes and old gravel beach ridges below 60 m asl with low fertility excessively drained. Under the NPS-HPL the site is not considered to be highly productive.

10.12.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

No SNA identified for this site. Some mature vegetation. Adjoining the site (and within the same land parcel) is a QEII covenanted restored wetland (#2382). The Councils Ecologist supports reducing further development along the south of wetland (#2382) to reduce potential adverse impacts to the wetland.

10.12.8. CONTAMINATED LAND

No HAIL sites are identified within the site.

10.12.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-243

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural Residential deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Rural Residential (Serviced).
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan and the ecological and servicing realities of the site.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural Residential deferred Residential, which would preserve the theoretical potential for more intensive residential development. However, this approach does not reflect the site's physical and ecological constraints, particularly the presence of a substantial wetland on the property and the low-lying nature of much of the land. The site is also subject to an open space covenant protecting the wetland, and both the landowner and Council's ecologist have recommended downzoning to rural residential to protect the integrity of the wetland. Servicing is currently sufficient for rural residential use, but further intensification would likely require upgrades and could increase the risk of adverse effects on the wetland. The site contains a heritage building (a clay Pise house) and is adjacent to Aranui Park Scenic Reserve, further supporting a lower-density, environmentally sensitive approach.

Benefits and Opportunities

Rezoning T-243 as Rural Residential (Serviced) will better reflect the site's physical characteristics and ecological values, particularly the need to protect the wetland and maintain the open space covenant. This approach aligns with the Māpua Masterplan, which recommends future rural residential use for the site, and responds to both landowner and ecological advice. The Outline Spatial Plan overlay will ensure that any

future development is coordinated, with appropriate setbacks from the wetland and integration with the surrounding reserve network. The site's location adjacent to Aranui Park and the presence of mature vegetation provide opportunities for enhanced amenity, biodiversity, and recreational connectivity. The heritage building on site adds cultural value and can be incorporated into future planning for the area.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By downzoning to Rural Residential (Serviced), the plan supports efficient land use, hazard management, and coordinated infrastructure planning, while protecting significant ecological and cultural values. The Outline Spatial Plan overlay ensures that development in the immediate area is designed to avoid adverse effects on the wetland and to integrate with the wider reserve and open space network. The approach is efficient, as it avoids the costs and risks associated with inappropriate intensification on a sensitive site.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for rural residential use, given its physical constraints, ecological values, and servicing status. The main risks of acting—rezoning to Rural Residential (Serviced)—are minimal, as this approach aligns with both technical advice and community/landowner expectations. The risk of not acting is more significant: retaining the current zoning would perpetuate a planning misalignment, create unrealistic expectations for more intensive development, and potentially threaten the integrity of the wetland and the open space covenant. Not acting would also miss the opportunity to deliver integrated ecological and recreational benefits for the community.

Economic Benefits and Employment

While the economic benefits of rezoning T-243 to Rural Residential (Serviced) are modest, the change will support the long-term resilience and liveability of Māpua by protecting essential ecological and cultural assets and providing opportunities for low-impact rural living. The site's function as part of the reserve and open space network will enhance the attractiveness of the area for residents and visitors.

Overall Appropriateness

Rezoning T-243 as Rural Residential (Serviced), with an Outline Spatial Plan overlay, is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both technical advice and community/landowner aspirations. It recognises the site's actual and intended use, and provides a clear, future-focused framework for sustainable land management in Māpua. The risks associated with servicing and environmental management are minimal and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient open space and ecological planning.

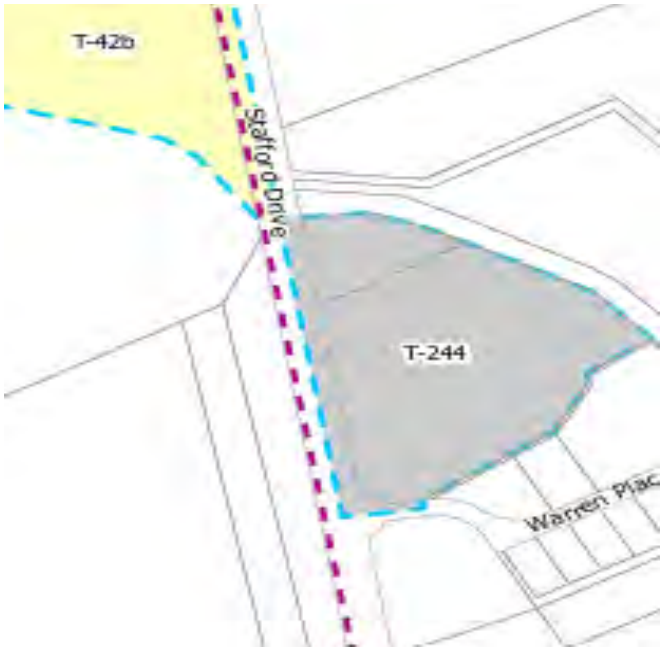
10.12.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.
- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

10.13. Māpua – T-244

Area Name:	18 and 34 Stafford Drive
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Light Industrial
Estimated Yield:	1.7 hectares of light industrial land
Area (ha):	1.7 Ha
Recommended Zoning Change:	
Light Industrial	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.13.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

18 and 34 Stafford Drive is currently zoned Rural 1 deferred Light Industrial in the TRMP.

18 and 34 Stafford Drive was rezoned from Rural 1 to Rural 1 deferred Light Industrial in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. Site T-244 was rezoned to deferred Light industrial to provide for a modest expansion of the adjoining Warren Place business area.

The site adjoins Designation 121- State Highway 60.

The site is identified in the TRMP as being within the Māpua Development Area and Land Disturbance Area 1. No change is proposed to these spatial layer.

It is proposed to upzone this site to light industrial.

Māpua Masterplan

The Masterplan initially did not consider this land for change but after submissions on the draft Masterplan associated with the inclusion of deferred land it was recommended for light industrial zoning.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-244 site.

10.13.2. NATURAL HAZARDS CONSIDERATIONS

T-244 is relatively low lying (approximately 1.5 to 2.0 m above present day MHWS) and located some 450 m inland from the open coast. As a consequence, the site will become increasingly exposed coastal hazards as sea levels rise into the future. At some point in the future this will impact land use the site.

The type of industrial land use and mitigation measures such as land use duration, finished ground levels and freeboard requirements for buildings etc. can be determined as part of any resource consent application.

10.13.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Current services sufficient for growth
Wastewater Servicing	Current services sufficient for growth
Stormwater Servicing	Stormwater can be discharged to the adjacent Seaton Valley Stream, and as such, existing drainage options are considered sufficient to support rezoning.
Transportation/ Roading Servicing	The site adjoins Designation 121- State Highway 60. The site currently has access from Strafford Drive and adjoins Warren Place. Individual site access to Stafford Drive is limited between Seaton Valley Stream and Warren Place because of its proximity to the shared path leading to Māpua School.

10.13.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.13.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	The Stafford Drain Walkway adjoins the site. The Seaton Valley Stream links Māpua, Ruby Bay, Seaton Valley and the Waimea Inlet and has an important role in managing stormwater, providing opportunities for off-road cycling and walking along its margins and enhancing ecological values.
Other facilities	NA

10.13.6. PRODUCTIVE LAND

LUC4: Under the NPS-HPL the site is not considered to be highly productive.

10.13.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There is a permanent stream with walkway (Stafford Drive Drain walkway) along the N-N/E boundary of the site. Some mature vegetation adjoins the walkway.

10.13.8. CONTAMINATED LAND

No HAIL sites are associated with T244.

10.13.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-244

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Light Industrial zoning.
- **Option 2 (Preferred):** Rezone to Light Industrial
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Option 2 is the preferred approach, as it aligns with the Māpua Masterplan, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Light Industrial, which would delay the delivery of business land in Māpua and would not make efficient use of land that is strategically located for light industrial expansion.

The current zoning also fails to leverage planned infrastructure investments, such as new water and wastewater services and upgrades to local roads. Rezoning to enable light industrial development will require careful management of servicing, but current services are sufficient for growth.

The site is relatively low-lying, approximately 1.5 to 2.0 metres above present-day mean high water springs, and is located about 450 metres inland from the open coast. As sea levels rise, the site will become increasingly exposed to coastal hazards, and at some point in the future, this will impact land use. Mitigation measures such as land use duration, finished ground levels, and freeboard requirements for buildings will need to be determined at the resource consent stage.

Benefits and Opportunities

Rezoning T-244 as proposed will enable the delivery of light industrial land in a location identified for business growth in both the TRMP and the Māpua Masterplan.

The site's proximity to existing and planned infrastructure, as well as its location near State Highway 60, makes it highly suitable for light industrial development.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling light industrial development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth.

The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for light industrial land and integrating stormwater management and recreational linkages, the plan supports both economic and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for light industrial development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable light industrial development—relate to the timing and delivery of servicing, the management of flood risk, and the need to ensure appropriate ground levels for future climate scenarios. These risks can be managed through the resource consent conditions.

The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for business growth, limit the district's ability to meet industrial demand, and undermine the objectives of the Masterplan.

Economic Benefits and Employment

Rezoning T-244 to enable light industrial development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the

economic resilience of Māpua. By increasing the supply of industrial land, PC81 will, support local employment, and provide services for residents and the local economy.

Overall Appropriateness

Rezoning T-244 as proposed—Light Industrial is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both technical advice and community aspirations. It supports integrated infrastructure, and provides a clear, future-focused framework for sustainable economic growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and business development.

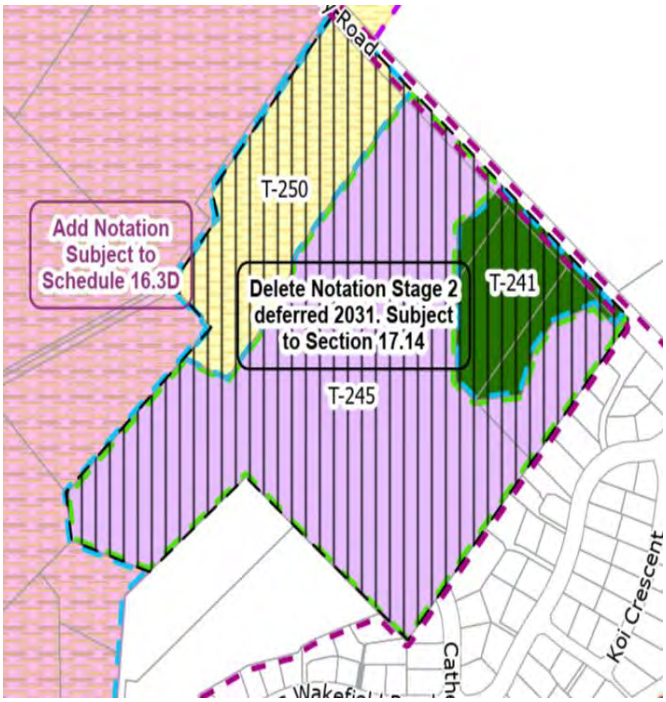
10.13.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a business or industrial zone is consistent with the objectives and policies of the TRMP, particularly those in Section 6.5 (Land for Industrial Activities).

- **Objective 6.5.2.1** and **Policy 6.5.3.1A** seek to provide a supply of suitable land for regional and district industrial needs for the medium to long term.
- **Policy 6.5.3.3** and **6.5.3.4** promote the identification of areas for light industry with convenient access to the transport system, while avoiding the adverse effects of residential and retailing activities consuming industrial land.
- The proposal supports a form of settlement that enables industry to operate with required services and without adverse effects on other activities (**Policy 6.5.3.1**), and ensures that industrial activities are separated from sensitive environments and residential areas (**Policies 6.5.3.5–6.5.3.8**).
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for business and industrial land.

10.14. Māpua – T-245

Area Name:	29 and 53 Seaton Valley Road
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	96 dwellings
Area (ha):	10.2 Ha
Recommended Zoning Change:	
Residential Add Outline Spatial Plan overlay	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.14.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

29 and 53 Seaton Valley Road is currently zoned Rural deferred Residential (Stage two) in the TRMP.

29 and 53 Seaton Valley Road was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services, and sites that would be continuing to be deferred until Stage 2 (after 2031) when it was anticipated that the services would be available. T-245 was a Stage 2 deferral site. The Stage 2 deferred zoning is no longer required for this site and the notation will be uplifted through this Plan Change.

The site is identified in the TRMP as being within the Māpua Development Area, a Services Contribution Area, a Wastewater Management Area, and Land Disturbance Area 1. No changes are proposed to these spatial overlays.

It is proposed to rezone T-245 to residential. It is proposed to include it within an Outline Spatial Plan which identifies indicative walkway, reserves and roads as well as urban design requirements. All existing TRMP indicative items are proposed to be removed from T-245. All other spatial layers are proposed to be retained.

Māpua Masterplan

The Masterplan initially did not consider this land for change but after submissions on the draft Masterplan associated with the inclusion of deferred land it was recommended for residential zoning.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-245.

10.14.2. NATURAL HAZARDS CONSIDERATIONS

The land is undulating and contains two small, ephemeral, tributary streams. The southeast facing slopes at the northwestern edge of the site are steeper sloping than the rest of the site. Essentially all of the site is elevated above expected inundation levels.

10.14.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Three-water servicing for this site is covered by condition 23 of resource consent in RM240148.
Wastewater Servicing	
Stormwater Servicing	
Transportation/ Roading Servicing	Resource Consent RM240148 includes a connection between Seaton Valley Road and the roundabout at the Māpua Drive, Catherine Road intersection.

10.14.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.14.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	Resource Consent RM240148 includes reserves and recreational connections. These are all depicted in the proposed Seaton Valley Outline Spatial Plan.
Other facilities	NA

10.14.6. PRODUCTIVE LAND

The property contains LUC3 and LUC6.

LUC6: This part of the site is not considered to be highly productive under the NPS-HPL.
LUC3: NPS-HPL currently identifies land that is LUC3 as highly productive. NPS-HPL excludes any land that has been identified for future Urban Development such as this site. Additionally, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.14.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

There are no SNA's associated with this site. There is a permanently flowing stream which flows through the adjoining Seaton Valley Road Reserve (T-241). A notable dry stream bed is present through the centre. Some large trees are present on the periphery.

10.14.8. CONTAMINATED LAND

One HAIL site (1901) is associated with T245. The site is a pre 1970's orchard and a former chemical storage area was located on the property boundary. The site is a verified HAIL and has been sampled, but not in sufficient detail to quantify risks to people and/or the environment from the hazardous substances present.

10.14.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-245

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Residential zoning.
- **Option 2 (Preferred):** Rezone to Residential.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as it aligns with the Māpua Masterplan, the TRMP and the infrastructure planning for the area.

Costs and Constraints

The site is already proposed to be developed for residential use with resource consent approval for part of the land and a consent pending further information, and servicing issues have been addressed therefore retaining the current zoning is not appropriate.

Benefits and Opportunities

Rezoning T-245 as proposed will enable the delivery of a significant number of new dwellings in a location identified for residential development. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and recreational links.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling residential development in a well-located greenfield area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth.

The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a housing and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for residential development with resource consent already been granted for part of the site. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing. These risks can be managed through the resource consent conditions. The risk of not acting is more significant: retaining the current zoning would not align with the current use of the land and the recent resource consent application.

Economic Benefits and Employment

Rezoning T-245 to enable residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply of housing, PC81 will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of recreational and open space amenities will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-245 as proposed—Residential with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports

integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua.

10.14.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The zoning of this site as Residential, rather than Medium Density Residential Zone (MDRZ), is a pragmatic decision that remains consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote a variety of housing types and sizes, and support intensification and redevelopment in appropriate locations.
- While the site is suitable for MDRZ and is located within the Māpua growth area, it has already been consented and is being developed at standard Residential Zone density. Retaining the Residential Zone reflects the existing development pattern and provides certainty for landowners and the community.
- The site is not identified as highly productive land under the NPS-HPL, and there are no significant constraints relating to hazards or infrastructure.
- The proposal also aligns with **Policy 6.2.3.2** (enabling smaller residential lot sizes in townships), **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.1** (ensuring adequate services).

Overall, while MDRZ could have been appropriate, the Residential zoning is considered the most practical and effective way to achieve the relevant objectives and policies of the TRMP for this site, given its existing consented status and development trajectory.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.15. Māpua – T-247

Area Name:	57, 59 and 69 Stafford Drive
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Rural Residential (serviced)
Estimated Yield:	NA
Area (ha):	3.42 Ha
Recommended Zoning Change:	
Rural Residential (Serviced)	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.15.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

57, 59 and 69 Stafford Drive is currently zoned Rural 1 deferred Rural Residential (serviced) in the TRMP.

57, 59 and 69 Stafford Drive was rezoned from Rural residential to Rural 1 deferred Rural Residential (serviced) in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services.

There is a ridgeline identified through the middle of site with TRMP provisions restricting building within the setback from the ridge. A small area in the north-east of the site is identified as being in the Coastal Risk Area. The land is also identified in the Māpua Development Area and Land Disturbance Area 1. No changes are proposed to these spatial layers.

T-247 is proposed to be upzoned to serviced rural residential. All spatial layers are proposed to be retained.

Māpua Masterplan

The draft Masterplan initially did not consider these sites for change but after submissions on the draft Masterplan associated with the inclusion of deferred land it was recommended for rural residential.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-247. There is a listed archaeological site on the adjoining property. The site is for a midden which may indicate occupation of the immediate area.

10.15.2. NATURAL HAZARDS CONSIDERATIONS

Much of the site is elevated above expected inundation levels (from coastal flooding and from the Seaton Valley Stream). The eastern margin of the site is lower lying and separated from elevated land by a relatively steeply sloping remnant of a former sea cliff (up to 20 m high). The lower lying land at the east of the site will become increasingly exposed coastal hazards as sea levels rise into the future.

10.15.3. SERVICING CONSIDERATIONS

Water Supply Servicing	Current services sufficient for growth
Wastewater Servicing	Current services sufficient for growth
Stormwater Servicing	The site is currently unserviced, with onsite soakage assumed to be the primary stormwater management solution.
Transportation/ Roading Servicing	There are two current accesses provided from Stafford Drive.

10.15.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and

developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.15.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	No particular values associated with this site.
Other facilities	NA

10.15.6. PRODUCTIVE LAND
LUC4: This site under the NPS-HPL is not considered to be highly productive. There is a ridgeline identified within the TRMP for this site.

10.15.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
There are no SNA's or permanent streams noted for this site. There is a belt of mature vegetation on the ridge running through the middle of the site.

10.15.8. CONTAMINATED LAND
No HAIL sites are associated with T-247.

10.15.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-247
Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Rural Residential (serviced) zoning.
- **Option 2 (Preferred):** Rezone to Rural Residential (Serviced).
- **Option 4**: Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Option 2 is the preferred approach, as it aligns with the Māpua Masterplan, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Rural Residential (serviced), which would not make efficient use of land that is strategically located for low-density, serviced rural living. Noting that T-247 is already developed with limited potential for further development due to part of it being low-lying and the existing ridgeline.

The site is elevated above expected inundation levels from coastal flooding and from the Seaton Valley Stream, but the eastern margin is lower lying and separated from elevated land by a steep remnant of a former sea cliff. As sea levels rise, the lower-lying land will become increasingly exposed to coastal hazards. The site is also subject to a ridgeline identified in the TRMP, which restricts building within the setback from the ridge, and there is a belt of mature vegetation on the ridge running through the middle of the site. There are no heritage buildings, protected trees, or recorded archaeological sites on the property, but there is a listed archaeological site on the adjoining property.

Benefits and Opportunities

Rezoning T-247 as proposed will update the TRMP zoning to rural residential in a location identified for this purpose in both the TRMP and the Māpua Masterplan.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling rural residential development in a well-located area, the plan supports efficient use of infrastructure, coordinated growth, and the protection of landscape and ecological values.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for rural residential development as it is already utilised for this purpose. The main risks of acting—rezoning to enable rural residential development—relate to the management of coastal hazard risk for the lower-lying land. These risks can be managed through the TRMP. The risk of not acting is more significant: retaining the current zoning would not align with the current use of the T-247.

Economic Benefits and Employment

Rezoning T-247 to enable rural residential development will provide minimal benefit for local construction activity as it is not likely to increase development on this site as it is already developed.

Overall Appropriateness

Rezoning T-247 as proposed—Rural Residential is grounded in robust evidence, aligns with the strategic direction of the TRMP and Māpua Masterplan, and reflects technical advice.

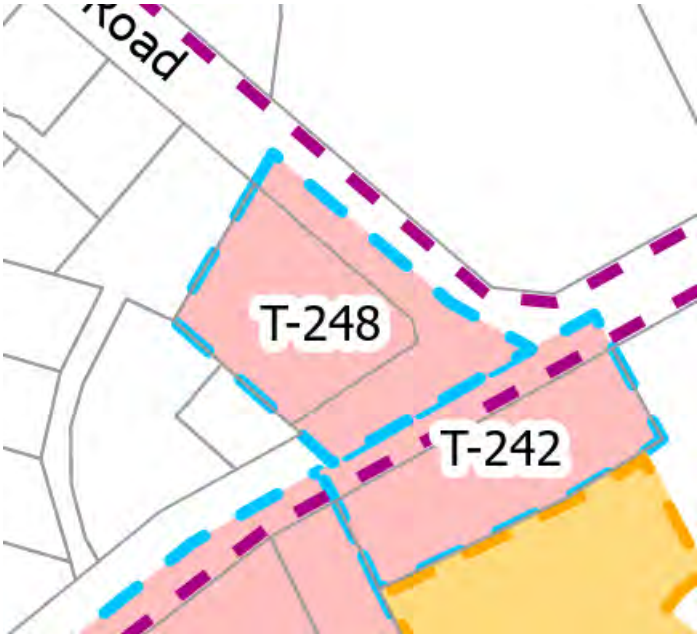
10.15.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The rezoning of this site to Rural Residential is consistent with the objectives and policies of the TRMP, particularly those in Section 7.2 (Provision for Activities other than Plant and Animal Production) and Section 17.8.

- **Objective 7.2.2** and **Policy 7.2.3.2** enable rural residential activities in appropriate locations that do not adversely affect plant and animal production or rural character.
- **Policy 7.2.3.4** and **7.2.3.5** encourage low impact design and enable further subdivision and residential development where land is not affected by natural hazards, can be adequately serviced, and does not adversely affect landscape or amenity values.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is therefore considered consistent with the relevant objectives and policies of the TRMP for rural residential development.

10.16. Māpua – T-248

Area Name:	5 Seaton Valley Road
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	0.21 hectares of business land
Area (ha):	0.21 Ha
Recommended Zoning Change:	
Commercial	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.16.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

5 Seaton Valley Road is currently zoned Rural 1 deferred Residential in the TRMP.

The site is owned by Network Tasman and contains a building (substation). The substation is located in the centre of the site.

5 Seaton Valley Road was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services.

The site adjoins Designation 121 State Highway 60 Māpua Drive. Access to the site is currently provided from Seaton Valley Road.

The site is identified in the TRMP as being within the Māpua Development Area, Services Contribution Area, Wastewater Management Area and Land Disturbance Area 1. None of these spatial overlays are proposed to change.

T-248 is proposed for rezoning to Commercial to create a commercial node adjoining other planned commercial sites along Māpua Drive. No amendments to the spatial layers are proposed. The site is currently occupied by Network Tasman for utility purposes and is not anticipated to be developed for commercial use in the short to medium term.

Māpua Masterplan

As mentioned previously in this report, the Council's latest Housing and Business assessment 2024 shows that the commercial land capacity in Māpua is limited over the next 30 years and this is based on a business land demand model that officers consider to be conservative. Existing commercial capacity is restricted to existing zoned areas in Iwa Street, Aranui Rd. and the Wharf.

The draft Masterplan initially did not identity this area however following a submission, during deliberations it was recommended for rezoning as future commercial which is more appropriate then residential in this location and assists with the commercial land shortage.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-248.

10.16.2. NATURAL HAZARDS CONSIDERATIONS
The site is located on the margin of the coastal plain close to the mouth of Seaton Valley. The site is located approximately 1,050 m inland from the open coast and parts of the site are low lying (less than 1 m above present day MHWS). The type of commercial land use and mitigation measures such as land use duration, finished ground levels and freeboard requirements for buildings etc. can be determined as part of any resource consent application. To enable the existing land use (electricity sub-station) parts of the site have been raised above expected inundation levels.

10.16.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	Current services sufficient for growth
Wastewater Servicing	Current services sufficient for growth
Stormwater Servicing	Current services sufficient for growth
Transportation/ Roading Servicing	Adjoins Designation 121 State Highway 60 -Māpua Drive, current Access from Seaton Valley Road

10.16.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.16.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	No particular values noted for this site.
Other facilities	Network Tasman substation is located at this site.

10.16.6. PRODUCTIVE LAND
LUC3 - This land has already been developed and is not in productive use.

10.16.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

No SNA's are noted, however a permanent stream is recorded for this site. This site has been developed and landscaped.

10.16.8. CONTAMINATED LAND

Two HAIL sites (596, 1046) are associated with T-248. The property has been a historic orchard, a former bowling green and is currently an electricity substation. Any future change of use, substantial earthworks or subdivision might require a site investigation.

10.16.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-248

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Commercial.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Option 2 is the preferred approach, as it aligns with the Māpua Masterplan.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Residential, which would delay the delivery of much-needed commercial land in Māpua and would not make efficient use of land that is strategically located for business expansion.

The site is relatively low-lying and located on the margin of the coastal plain, close to the mouth of Seaton Valley, and is approximately 1,050 metres inland from the open coast. Some parts of the site are less than one metre above present-day mean high water springs, making them potentially vulnerable to future inundation as sea levels rise. The site is currently occupied by Network Tasman as a substation, and is not anticipated to be developed for commercial use in the short to medium term.

Benefits and Opportunities

Rezoning T-248 as proposed will enable the delivery of new commercial land in a location identified for business growth in the Māpua Masterplan. The site's proximity to existing and planned infrastructure, as well as its location adjoining future commercial land and State Highway 60, makes it highly suitable for commercial development. The plan provides for a modest expansion of the commercial node along Māpua Drive, which will help address the district's shortfall in commercial capacity and support a more diverse and

resilient local economy. The site's current use as a substation means that commercial development is not expected in the short term, but the rezoning will future-proof the area for business needs as the town grows.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan. By enabling commercial development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth.

The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for commercial development. The main risks of acting—rezoning to enable commercial development—relate to the timing and delivery of servicing, the management of flood risk, and the need to ensure appropriate ground levels for future climate scenarios.

Economic Benefits and Employment

Rezoning T-248 to enable commercial development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply of business land, PC81 will help attract and retain businesses, support local employment, and provide services for both residents and visitors.

Overall Appropriateness

Rezoning T-248 as proposed—Commercial is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan. It addresses the identified need for additional business land, supports integrated infrastructure, and provides a clear, future-focused framework for sustainable economic growth in Māpua. The risks associated with servicing are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban and business development.

10.16.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this site to a commercial zone is consistent with the objectives and policies of the TRMP, especially those in Section 6.6 (Land for Commercial Activities).

- **Objective 6.6.2.1** and **Policy 6.6.3.1** provide for a supply of suitable land for commercial needs, supporting a strong, vibrant commercial focus in the main towns.
- **Policy 6.6.3.2** and **6.6.3.3** retain a compact, identifiable grouping of commercial activities in defined areas, and establish a hierarchy of commercial centres to serve the community's needs.
- The proposal supports the role of Richmond as the Metropolitan Centre for Tasman District (**Policy 6.6.3.5**), and ensures that commercial activities are located and designed to

maintain high amenity and minimise adverse effects on surrounding land uses (**Policy 6.6.3.4**).

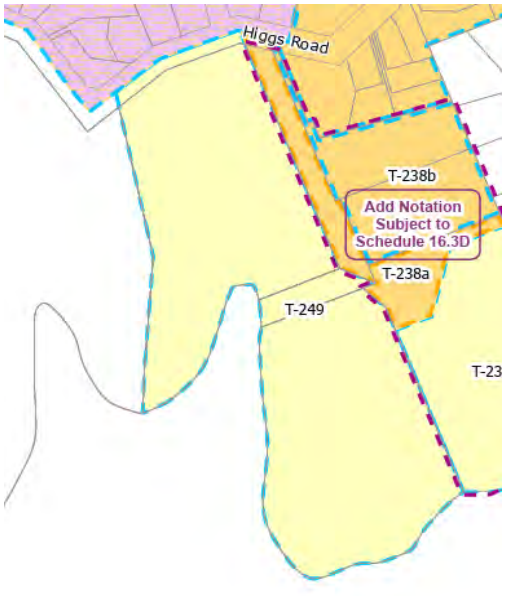
- The approach also aligns with **Policy 6.3.3.1** (adequate services) and **Policy 6.3.3.5** (well-connected transport networks).
  The proposal is considered consistent with the relevant objectives and policies of the TRMP for commercial land.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.17. Māpua – T-249

Area Name:	Part 55 Higgs Road
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	NA
Area (ha):	Approx 4.5 ha
Recommended Zoning Change:	
Rural 1	



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.17.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

Part 55 Higgs Road (area identified as T-249) is currently zoned Rural 1 deferred Residential in the TRMP. The remainder of 55 Higgs Road is zoned Rural 1.

Part 55 Higgs Road was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services.

The Tasman Resource Management Plan (TRMP) identifies an indicative reserve on site T-249, comprising a 20-metre coastal margin intended to create a continuous connection between the Higgs Road Reserve and the Langford Drive walkway. Additionally, the TRMP shows an indicative walkway traversing the site from Higgs Road to the indicative road. It is proposed that this internal walkway be removed and recreational access redirected along a new proposed route following the boundary of 35 Higgs Road. This alternative alignment will reduce pedestrian access to the inlet, thereby minimising potential disturbance to sensitive ecological areas.

A second TRMP indicative walkway transversing the wider site (outside of the area identified as T-249) and extends along the boundary of 69 Higgs Road to an area of significant vegetation. No change is proposed to this indicative walkway.

T-249 is identified in the TRMP as being within the Māpua Development Area. It is proposed to retain the Development Area overlay. T-249 also includes a Land Disturbance Area 1 overlay which is proposed to be retained.

It is proposed to downzone T-249 to Rural 1 and remove the indicative walkway extending through the site. No other spatial layers are proposed to be changed as part of PC81.

QEII Open Space Covenant

The land is protected by a QEII Open Space Covenant (COV 8591111.1), which sets out objectives including the protection and enhancement of the land's natural character, with particular emphasis on native flora and fauna and the coastal margin of indigenous forest. The covenant also provides for the continued use of the land for pastoral farming and agricultural production, while expressly prohibiting subdivision.

Māpua Masterplan

This area was not identified for change in the Māpua Masterplan or the FDS.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-249. There is an archaeological site located on the adjoining land. The site is a midden which may suggest other unrecorded sites in the area associated with occupation.

10.17.2. NATURAL HAZARDS CONSIDERATIONS

The land is undulating and includes a small gully, likely containing a small ephemeral tributary stream. The site extends to the coast with the land sloping upwards relatively steeply directly from the coastal margin. Apart from the coastal margin, the site is not subject to natural hazards.

10.17.3. SERVICING CONSIDERATIONS

Water Supply Servicing	No servicing required. The change prompts no need for any change.
Wastewater Servicing	No servicing required. The change prompts no need for any change.
Stormwater Servicing	No servicing required. The change prompts no need for any change.
Transportation/ Roading Servicing	Access is currently provided from Higgs Road.

10.17.4. IWI INTERESTS

Values, Cultural Heritage, and Te mana o te wai

Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.17.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	The TRMP identifies a 20 m coastal reserve on T-249 to link Higgs Road Reserve with the Langford Drive walkway, and an internal walkway from Higgs Road to the indicative road. It is proposed to remove the internal walkway and reroute access along the boundary of 35 Higgs Road to reduce ecological disturbance. A second indicative walkway near 69 Higgs Road remains unchanged.
Other facilities	NA

10.17.6. PRODUCTIVE LAND

LUC3 - NPS-HPL currently identifies land that is LUC3 as highly productive. The land is not proposed to be developed.

10.17.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

The site has a large block of mature vegetation in the centre and along the coastal fringe. This entire site is subject to a QEII Open Space Covenant.

10.17.8. CONTAMINATED LAND

No HAIL sites are identified on the property.

10.17.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-249

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Rural 1.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide future use and connectivity.

Option 2 is the preferred approach, as it aligns with the Māpua Masterplan and the ecological and legal realities of the site.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Residential, which would preserve the theoretical potential for future housing but would not reflect the site's actual use, legal status, or ecological value.

The land is protected by a QEII Open Space Covenant, which sets out objectives for the protection and enhancement of natural character, native flora and fauna, and the coastal margin of indigenous forest. The covenant expressly prohibits subdivision, and the land is to be used for pastoral farming and agricultural production, not residential development.

The site is undulating, includes a small gully with an ephemeral stream, and extends to the coast with steep slopes. The TRMP identifies an indicative reserve and walkway, but the internal walkway is proposed to be removed and access rerouted to minimize disturbance to sensitive ecological areas. There are no heritage buildings or protected trees on the property, but there is a large block of mature vegetation in the centre and along the coastal fringe, and the entire site is subject to the QEII covenant.

Benefits and Opportunities

Rezoning T-249 as Rural 1 will formalize and protect its current and intended use as productive land, in line with the QEII covenant. This approach removes unrealistic expectations for residential development and ensures that the land's ecological and landscape values are preserved.

The site's location on the coastal margin and its mature vegetation provide significant opportunities for biodiversity protection, landscape enhancement, and passive recreation. The rezoning also supports the broader network of reserves and walkways in the area, contributing to the ecological connectivity and recreational amenity of Māpua.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By downzoning to Rural 1, the plan supports efficient land use, ecological protection, and coordinated open space planning, while avoiding the costs and risks associated with inappropriate residential development.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for Rural 1 zoning, given the legal constraints of the QEII covenant, the ecological values, and the site's physical characteristics. The main risks of acting—rezoning to Rural 1—are minimal, as this approach aligns with both legal requirements and ecological best practice. The risk of not acting is more significant: retaining the current zoning would perpetuate a planning misalignment, create unrealistic expectations for development, and potentially threaten the integrity of the covenant and the site's ecological values. Not acting would also miss the opportunity to deliver integrated landscape and recreational benefits for the community.

Economic Benefits and Employment

While the economic benefits of rezoning T-249 to Rural 1 are modest, the change will support the long-term resilience and liveability of Māpua by protecting essential ecological and landscape assets and providing opportunities for low-impact pastoral farming and passive recreation. The site's function as part of the open space network will enhance the attractiveness of the area for residents and visitors, supporting property values and community wellbeing.

Overall Appropriateness

Rezoning T-249 as Rural 1, is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the Māpua Masterplan, and reflects both legal requirements and ecological best practice. It recognises the site's actual and intended use, supports integrated open space and landscape provision, and provides a clear, future-focused framework for sustainable land management in Māpua. The risks associated with servicing and environmental management are minimal and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient open space and ecological planning.

10.17.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The retention of the Rural 1 Zone for this site is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 7 (Rural Environment Effects)** and **Chapter 6 (Urban Environment Effects)**.

- **Objective 7.1.2** and **Policies 7.1.3.1–7.1.3.3** seek to avoid, remedy, or mitigate the adverse effects of subdivision and development on productive land, rural character, and natural values.
- **Policy 7.2.3.11** and **7.2.3.13** enable rural living and other activities where the productive value of the land is retained and significant ecological, landscape, or open space values are protected.
- **Objective 6.7.2** and **Policy 6.7.3.1** support the maintenance and enhancement of distinctive character and integration of open space and ecological features within and around urban and rural centres.
- The site is recognised for its ecological significance and is protected, but remains in private ownership. Retaining the Rural 1 Zone is appropriate as it limits development potential, maintains open space, and provides for the ongoing protection of ecological values, consistent with the TRMP's approach to safeguarding significant natural areas.
- The proposal also aligns with **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.6** (adequate provision for stormwater and environmental protection).

Overall, the Rural 1 zoning is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP for this site, ensuring the long-term protection of ecological and open space values while recognising private ownership.

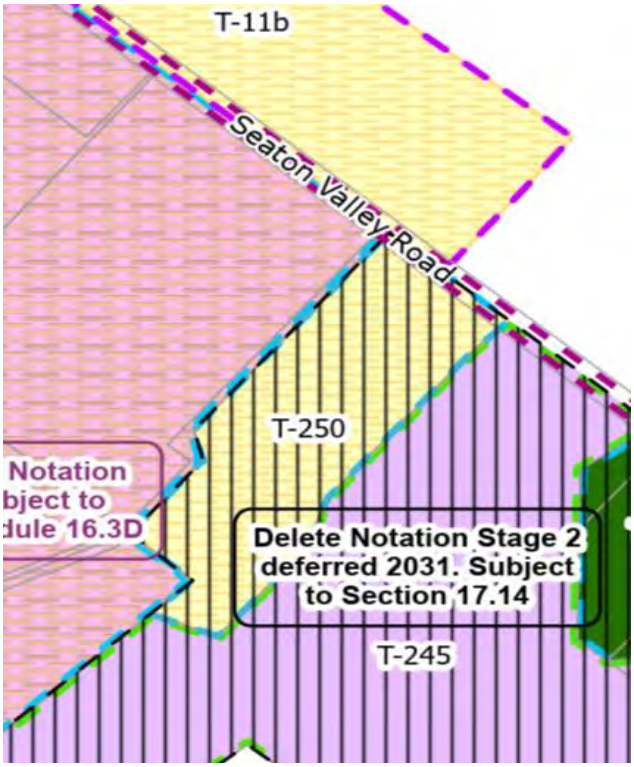
10.18. Māpua – T-250

Area Name:	59 Seaton Valley Rd
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Residential
Estimated Yield:	50 dwellings
Area (ha):	3.0 Ha

Recommended Zoning Change:

Rural 1 deferred Medium Density Residential

Add Outline Spatial Plan overlay



Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.18.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

59 Seaton Valley Road is currently zoned Rural 1 deferred Residential in the TRMP.

59 Seaton Valley Road was rezoned from Rural 1 to Rural 1 deferred Residential in 2014 under Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services.

The site is located within the Māpua Development Area as identified in the TRMP. It is proposed to retain this overlay; however, the site will be subject to an Outline Spatial Plan that will set requirements such as density and will take precedence over the provisions of the Māpua Development Area. The site is also subject to the following TRMP overlays:

Services Contribution Area, Wastewater Management Area, and Land Disturbance Area 1. No changes are proposed to these spatial layers.

A TRMP indicative walkway extends across the top of T-250.

T-250 is proposed to be rezoned to Rural 1 deferred medium density residential with an Outline Spatial Plan which identifies indicative walkways, reserves and roads and urban design requirements for the site and wider area. It is proposed to be deferred until Seaton Valley Road and the intersection of Seaton Valley Road and Māpua Drive is upgraded.

Māpua Masterplan

This area was identified in the Māpua Masterplan (and the FDS) for residential development. Both of these processes went through robust community consultation process prior to being adopted.

Other considerations

There are no heritage buildings, protected trees or recorded archaeological sites located on the T-250.

10.18.2. NATURAL HAZARDS CONSIDERATIONS
The site is undulating and is not subject to natural hazards. There is a small area of steeper slopes in the southern corner of the site.

10.18.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	New services planned by year 10 to enable growth, however there is some capacity in the current network which can be utilised depending on the number of dwellings and timing.
Wastewater Servicing	New services planned by year 10 to enable growth, however there is some capacity in the current network which can be utilised depending on the number of dwellings and timing.
Stormwater Servicing	The site is currently unserviced but is intended to be designed for stormwater discharge to the future Seaton Valley Detention Wetland.
Transportation/ Roading Servicing	Access is currently provided from Seaton Valley Road. A two staged upgrade of Seaton Valley Road is proposed to address the cumulative effect of several developments on the road, the walking and cycling environment, and the intersection with Māpua Drive. The 1st stage of this

	upgrade has been included in in the LTP for 2032/33. The second stage is proposed after 2034.

10.18.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.18.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	A TRMP indicative walkway within the site leads to an indicative reserve & indicative road on the adjoining site(T-245). The Seaton Valley Road walkway links SW T-250 to an area near Dawsons Road. The proposed Outline Spatial Plan includes a walkway on the property extending to connect with Seaton Valley Road, proposed reserves and Dawsons Road.
Other facilities	NA

10.18.6. PRODUCTIVE LAND
The site contains soil capability LUC3. NPS-HPL currently identifies land that is LUC3 as highly productive. NPS-HPL excludes any land that has been identified for future Urban Development. Additionally, the government has signalled its intention to remove LUC3 from the definition of highly productive land.

10.18.7. ECOLOGY AND GROUNDWATER Values, Streams and Rivers, SNAs, and Wetlands
No SNA's identified for this site. Mature vegetation on the boundary.

10.18.8. CONTAMINATED LAND

One HAIL site (594) is associated with T-250. Part of this property is in the mapped area of historic orchard land and has the potential for the soil to have been contaminated with pesticide residues. A former chemical storage shed is also on this property. This is a site with the potential for contamination due to confirmation of past or present activities. At the resource consent stage mitigation measures will be required.

10.18.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-250

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Residential zoning.
- **Option 2 (Preferred):** Rezone to Rural 1 deferred Medium Density Residential.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS, and the infrastructure planning for the area.

Costs and Constraints

Retaining the current zoning would maintain the site as Rural 1 deferred Residential, which would limit the potential for intensification and would not make efficient use of a strategically located site identified for urban growth. The current zoning also fails to leverage planned infrastructure investments, such as new water and wastewater services and upgrades to Seaton Valley Road and its intersection with Māpua Drive. Rezoning to enable medium density residential development will require careful management of servicing, but new services are planned by year 10 to enable growth, and there is some capacity in the current network that can be utilised depending on the number of dwellings and timing.

The site is undulating and not subject to natural hazards, though there is a small area of steeper slopes in the southern corner. The Outline Spatial Plan overlay will need to address the integration of walkways and reserves, and ensure that stormwater is managed appropriately, with the site intended to discharge to the future Seaton Valley Detention Wetland. The property contains LUC3 soils, which are currently identified as highly productive under the NPS-HPL, but the site is identified for future urban development in the FDS and TRMP. There is also a HAIL site associated with the property due to historic orchard use and a former chemical storage shed, so mitigation measures may be required at the resource consent stage.

Benefits and Opportunities

Rezoning T-250 as proposed will enable the delivery of approximately 50 new dwellings in a location identified for medium density residential growth in both the FDS and the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for walkways, reserves, and roads, as well as urban design

requirements for the site and wider area. The site's proximity to existing and planned infrastructure, as well as its location near the Māpua village centre, makes it highly suitable for medium density residential development. The plan provides for a mix of housing types, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community. The integration of walkways and reserves will enhance amenity, support ecological values, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting a mixture of housing options and improved recreational access in Māpua.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling medium density residential development in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for medium density residential development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of stormwater, and the mitigation of any contamination from historic orchard or chemical storage use. These risks can be managed through the Outline Spatial Plan, resource consent conditions, and staging of development. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for intensification, limit the district's ability to meet housing demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-250 to enable medium density residential development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of walkways and reserves will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-250 as proposed—Rural 1 deferred Medium Density Residential, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is

grounded in robust evidence, aligns with the strategic direction of the FDS and Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing and environmental management are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

10.18.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The proposed rezoning of this greenfield site to Medium Density Residential Zone (MDRZ) is consistent with the TRMP's objectives and policies for urban growth and residential development, especially those in Chapter 6 and Section 6.4A.

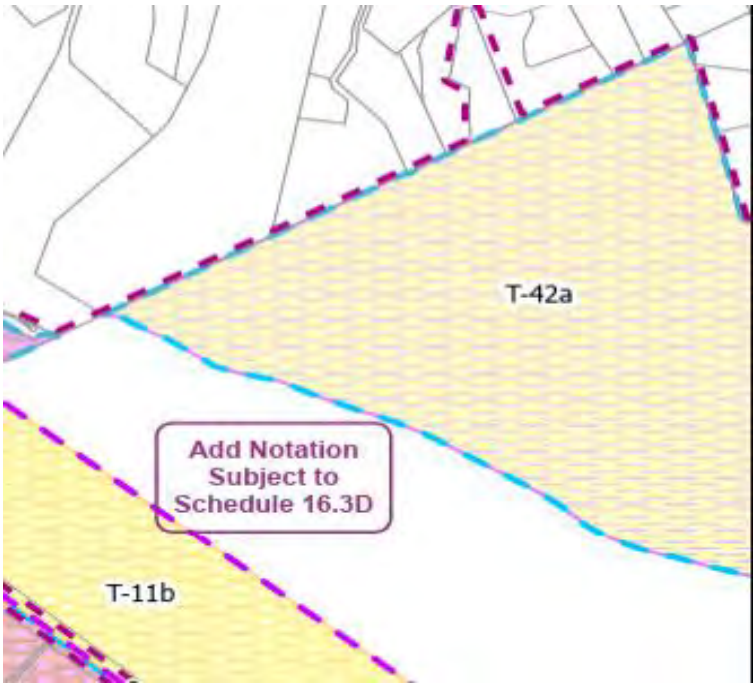
- **Objective 6.4A.2.1** and **Policy 6.4A.3.1** require sufficient residential capacity and a variety of housing types and sizes.
- **Policy 6.4A.3.4** supports medium density development in areas with Outline Spatial Plans, ensuring high standards of design, integration with infrastructure, and a mix of housing types.
- The proposal aligns with **Objective 6.2.2.2** and **Policy 6.2.3.2A** by encouraging efficient use of land and infrastructure, and with **Policy 6.2.3.3** by minimising the loss of highly productive land.
- The site's development is guided by an Outline Spatial Plan, as required by **Policy 6.4A.3.6**, to coordinate spatial layout, infrastructure, and urban design outcomes.
- The approach also supports **Policy 6.1.3.1** (sustainable urban design), **Policy 6.3.3.1** (adequate services), and **Policy 6.3.3.5A** (well-connected transport networks).
  The proposal is therefore considered to give effect to the relevant objectives and policies of the TRMP for greenfield medium density development.

Assessment of Overlay – Outline Spatial Plan (OSP):
The application of an Outline Spatial Plan (OSP) overlay to this site is consistent with TRMP objectives and policies, particularly **Policy 6.4A.3.6**, which requires OSPs for sites or groups of sites with undeveloped MDRZ areas of 5,000m² or greater, or where it would benefit efficient and effective development.

- OSPs coordinate the spatial layout of development, including roads, blocks, open space, and infrastructure, and support the integration of development with existing settlements and landscape features.
- OSPs are required to achieve quality urban design outcomes through planned, coherent development, as set out in **Schedule 16.3D**.
- The approach also supports **Policy 6.3.3.5A** (well-connected transport networks) and **Policy 6.4A.3.7** (comprehensive developments in OSP areas).
  The OSP overlay ensures that development is staged, integrated, and aligned with the strategic direction of the district.

10.19. Māpua – T-42a and T-42b

Area Name:	Part 49 Stafford Drive
Town/Location:	Māpua
Current Zone:	Rural 1 deferred Rural Residential (serviced)
Estimated Yield:	140 dwellings
Estimated Area (ha):	18
Recommended Zoning Change:	
Rural 1 deferred Residential (T-42a) and Rural 1 (T-42b) Add Outline Spatial Plan overlay	





Note: Refer to PC81 s32 Evaluation Report Appendix 1.1 for proposed PC81 maps or https://eplan.tasman.govt.nz

10.19.1. PLANNING BACKGROUND

Zoning and Spatial Layers Overview

Part 49 Stafford Drive is currently zoned Rural 1 deferred Rural Residential (serviced) in the TRMP.

Part 49 Stafford Drive (T-42a) was rezoned from Rural Residential to Rural 1 deferred Rural Residential (serviced) in 2014 under Plan Change 22. The SE part of the site (T-42b) was zoned Rural 1 deferred Rural Residential (serviced) prior to Plan Change 22. Plan Change 22 introduced a comprehensive urban development strategy for the Māpua and Ruby Bay area following a lengthy and detailed planning process. The Plan Change provided for development, in appropriate locations, in areas away from coastal margins and low-lying locations. To enable the orderly roll out of infrastructure and development Plan Change 22 identified sites where development would be deferred pending the provisions of services.

The TRMP includes a network of indicative roads within T-42a and b with access provided from Stafford Drive.

The TRMP also includes an Indicative Reserve connecting the Indicative Reserve (sports fields) proposed for Seaton Valley Road to Stafford Drive along the valley floor. A network of Indicative Walkways connect the Indicative Roads to the Indicative Reserve and the Seaton Valley Stream. The area also includes Indicative Walkways connecting to Crusader Drive, Korepo & Pomana Road.

T-42a is also subject to the Māpua Development Area, Services Contribution Area, Wastewater Management Area, Land Disturbance Area 1 overlays in the TRMP. No change is proposed to these overlays.

T-42a is proposed to be rezoned to Rural 1 deferred Residential with an Outline Spatial Plan detailing specific requirements around no build zones, walkways, roads, reserves and urban design. The existing TRMP indicative items for roads, reserves and walkways are proposed to be removed. All other overlays are proposed to be retained.

T-42a is proposed to be deferred until Seaton Valley Road and the intersection of Seaton Valley Road and Māpua Drive is upgraded. It is also proposed for deferral for footpath upgrades on the eastern side of Stafford Drive from Māpua Valley Stream to Māpua School.

T-42b is proposed to be downzoned to Rural 1 with an Outline Spatial Plan detailing specific requirements. The existing TRMP indicative road is proposed to be removed. All other overlays are proposed to be retained.

Māpua Masterplan

This area was identified in the Māpua Masterplan (and the FDS) for residential development. Both of these processes went through robust community consultation process prior to being adopted.

Other considerations

There are no heritage buildings, protected trees located on the T-42 a/b. There is archaeological site recorded on site T-42a which indicates previous occupation in the area.

10.19.2. NATURAL HAZARDS CONSIDERATIONS
Site T-42a is undulating and contains a number of small, ephemeral tributary streams. Seaton Valley Stream flows adjacent to the site's southern boundary. Parts of the site are relatively steeply sloping. The site is elevated above expected inundation levels. Site T-42b is located on at the edge of the coastal plain close to the mouth of Seaton Valley. The site is low lying with some parts being very low lying (i.e. only marginally above present day MHWS). To the west a small area of the site extends onto the adjacent hill slopes. The site will become increasingly exposed to coastal hazards as sea levels rise into the future.

10.19.3. SERVICING CONSIDERATIONS	
Water Supply Servicing	New services planned by year 10 to enable growth, however there is some capacity in the current network which can be utilised depending on the number of dwellings and uptake timing.
Wastewater Servicing	New services planned by year 10 to enable growth, however there is some capacity in the current network which can be utilised depending on the number of dwellings and uptake timing.
Stormwater Servicing	The site is currently unserviced; however, it is intended to be designed to discharge stormwater to the proposed Seaton Valley Detention Wetland.
Transportation/ Roading Servicing	Current access to the land is provided from Stafford Drive. The TRMP includes a network of indicative roads to provide access. It is proposed to remove the TRMP indicative road network and replace with roading requirements included in the Outline Spatial Plan. These requirements include access off Seaton Valley Road and a secondary access off either Pomona Road or Stafford Drive. There is concern that pedestrian access from the eastern side of Stafford Drive from Seaton Valley Stream to Māpua School is limited. The development of T-42a is recommended for deferment based on this limitation.

10.19.4. IWI INTERESTS Values, Cultural Heritage, and Te mana o te wai
Māpua is cultural and historically significant to the iwi of Te Tauihu. The Māpua area has an extensive history as an occupation and resource harvesting area and is extensively

interspersed with wāhi tapu (sacred areas). For these reasons, Te Tauihu Iwi – in particular the descendants of those who occupied, cultivated and harvested kai, and exercised customary rights in Māpua – have a vested interest in current and future activities and developments in the area. More information can be found at; Māpua Masterplan | Shape Tasman.

10.19.5. COMMUNITY SERVICES AND FACILITIES	
Parks and Reserves	A TRMP indicative reserve runs along the foot of the hillslope along Seaton Valley Stream, joining to Stafford Drive. Indicative walkways are also identified for this site joining the indicative reserve to the indicative roads and Crusader Drive. The purpose of the indicative reserve was to provide an ecological corridor from the Māpua Estuary to the inland wetlands at Seaton Valley. The existing TRMP indicative reserves are proposed to be deleted and replaced with reserves included in the Outline Spatial Plan which includes a 20 metre esplanade reserve along Seaton Valley Stream. The Seaton Valley Stream links Māpua, Ruby Bay, Seaton Valley and the Waimea Inlet and has an important role in managing stormwater, providing opportunities for off-road cycling and walking along its margins and enhancing ecological values. The Outline Spatial Plan includes a recreational reserve (sportsfields) and a stormwater detention wetland on the lower portion of 49 Stafford Drive (outside of T-42a and b). Note that onsite stormwater detention areas are also included within T-42a in the Outline Spatial Plan. T-42b is culturally significance to nga iwi and contains an existing wetland.
Other facilities	NA

10.19.6. PRODUCTIVE LAND

LUC4 : The majority of the site under the NPS-HPL is not considered to be highly productive. A small portion of the site is LUC3 which is identified as highly productive under the NPS-HPL. The government has signalled its intention to remove LUC3 from the definition of highly productive land by the end of 2025.

10.19.7. ECOLOGY AND GROUNDWATER

Values, Streams and Rivers, SNAs, and Wetlands

No SNA's are identified for T-42 a/b. There are three ponds and a stream located on the site. Ruby Bay Wetland 3 (2741) is located on the North West corner of the site near Stafford Drive (within T-42b).

10.19.8. CONTAMINATED LAND

No HAIL sites are associated with T42 a/b.

10.19.9. OPTIONS ASSESSMENT FOR SITE LOCATION T-42a and T-42b

Summary of Options

- **Option 1:** Retain the status quo and keep the existing Rural 1 deferred Rural Residential (serviced) zoning for T-42a and Rural 1 for T-42b.
- **Option 2 (Preferred):** Rezone T-42a to Rural 1 deferred Residential and T-42b to Rural 1.
- **Option 4:** Apply or amend spatial layers (other than zones), specifically the Outline Spatial Plan to guide development, infrastructure, and connectivity.

Options 2 and 4 are the preferred approach, as they align with the Māpua Masterplan, the FDS, and the physical and environmental realities of the site.

Costs and Constraints

Retaining the current zoning would maintain T-42a as Rural 1 deferred Rural Residential (serviced) and T-42b as Rural 1, which would preserve the theoretical potential for future housing but would not reflect the site's actual suitability for development.

The land is undulating and contains a number of small, ephemeral tributary streams, with Seaton Valley Stream flowing adjacent to the southern boundary. Parts of the site are relatively steeply sloping, and the site is elevated above expected inundation levels.

T-42b is low lying and will become increasingly exposed to coastal hazards as sea levels rise. The TRMP currently includes a network of indicative roads, reserves, and walkways,

but these are proposed to be removed and replaced with requirements in the Outline Spatial Plan. The site is also subject to a ridgeline, and there is a 20-metre esplanade reserve along Seaton Valley Stream. There are no heritage buildings or protected trees on the property, but there is an archaeological site recorded on T-42a, indicating previous occupation in the area.

The site contains LUC4 soils, which are not considered highly productive under the NPS-HPL, but a small portion of the site is LUC3, which is currently identified as highly productive but as the land is already identified through the TRMP and the FDS for residential development it is excluded from the requirements of the NPS-HPL.

Benefits and Opportunities

Rezoning T-42a and T-42b as proposed will enable the delivery of new residential and open space areas in a location identified for future urban development in both the FDS and the Māpua Masterplan. The Outline Spatial Plan overlay will ensure that development is coordinated, with integrated provision for roads, reserves, and walkways, as well as urban design requirements for the site and wider area.

PC81 provides for a mix of housing types and densities, which will help address the district's shortfall in attached dwellings and support a more diverse and resilient community. The integration of a 20-metre esplanade reserve along Seaton Valley Stream, recreational reserves, and walkways will enhance amenity, support ecological values, and improve connectivity for walking and cycling. The rezoning also responds to community feedback supporting a mixture of housing options and improved recreational access in Māpua.

Effectiveness and Efficiency

The proposed rezoning is highly effective in implementing the strategic direction of the FDS, the Māpua Masterplan, and the relevant objectives and policies of the TRPS and TRMP. By enabling staged residential development and open space in a well-located area, the plan supports compact urban form, efficient use of infrastructure, and coordinated growth. The Outline Spatial Plan overlay ensures that development is staged in line with infrastructure upgrades and hazard mitigation, reducing the risk of ad hoc or poorly serviced development. The approach is efficient, as it leverages planned infrastructure investments and aligns zoning with actual land use potential and community needs. By providing for a range of housing types and integrating open space and recreational linkages, the plan supports both social and environmental objectives.

Risk of Acting or Not Acting if There is Uncertain or Insufficient Information

There is a high degree of certainty regarding the site's suitability for staged residential and open space development, subject to the planned infrastructure upgrades and hazard mitigation measures. The main risks of acting—rezoning to enable residential development—relate to the timing and delivery of servicing, the management of stormwater and coastal hazard risk, and the protection of archaeological and landscape values. These risks can be managed through the Outline Spatial Plan and resource consent conditions. The risk of not acting is more significant: retaining the current zoning would perpetuate underutilisation of land identified for urban growth, limit the district's ability to

meet housing demand, and undermine the objectives of the FDS and Masterplan. Not acting would also miss the opportunity to deliver integrated recreational and ecological enhancements in the area.

Economic Benefits and Employment

Rezoning T-42a and T-42b to enable staged residential and open space development will stimulate local construction activity, support the viability of local services and amenities, and contribute to the economic resilience of Māpua. By increasing the supply and diversity of housing, the plan will help attract and retain residents, support local businesses, and provide employment opportunities during the development phase. The integration of walkways, reserves, and landscape protection will enhance the attractiveness of the area, supporting both community wellbeing and the local economy.

Overall Appropriateness

Rezoning T-42a and T-42b (Part 49 Stafford Drive, Māpua) as proposed—Rural 1 deferred Residential and Rural 1, with an Outline Spatial Plan overlay—is the most appropriate planning response. This approach is grounded in robust evidence, aligns with the strategic direction of the FDS and Māpua Masterplan, and reflects both technical advice and community aspirations. It addresses the identified need for additional housing and open space, supports integrated infrastructure and amenity provision, and provides a clear, future-focused framework for sustainable growth in Māpua. The risks associated with servicing, environmental management, and heritage protection are manageable and outweighed by the benefits of acting, particularly given the strong policy support for coordinated, resilient urban development.

10.19.10. Assessment against TRMP Objectives and Policies

Assessment against TRMP Objectives and Policies:
The zoning of this site as Residential, with the adjoining area (T-42b) retained as Rural 1, is consistent with the objectives and policies of the Tasman Resource Management Plan (TRMP), particularly those in **Chapter 6 (Urban Environment Effects)** and **Section 6.4A (Land for Residential Activities)**.

- **Objective 6.4A.2.1** seeks to ensure sufficient residential capacity to meet demand in the urban environment and rural centres, including at the margins of growth areas.
- **Objective 6.4A.2.2** and **Policies 6.4A.3.1–6.4A.3.4** promote a variety of housing types and sizes, and support residential development that responds to local housing needs and the planned urban character of the area.
- **Policy 6.4A.3.2(b)** provides for a choice of residential density and form, taking into account people's preferences, the existing character of neighbourhoods, and the need for a transition between higher-density and lower-density environments.
- The site's elevated and more visible location makes Residential zoning appropriate, as it matches the established residential character of adjoining areas and supports a coherent urban form. The Residential Zone will enable development at a density that is suitable for this prominent location, while maintaining amenity and landscape values.

- The adjoining area (T-42b) is of significance to iwi and is retained as Rural 1 to ensure ongoing protection of its cultural, ecological, and open space values, consistent with **Objective 7.2.2** and **Policy 7.2.3.11** (protection of significant natural and cultural values).
- The proposal also aligns with **Policy 6.2.3.2** (enabling smaller residential lot sizes in townships), **Policy 6.2.3.3** (minimising loss of productive land), and **Policy 6.3.3.1** (ensuring adequate services).

Overall, the combination of Residential zoning for the elevated, visible site and Rural 1 zoning for the area of iwi significance is considered the most appropriate way to achieve the relevant objectives and policies of the TRMP, supporting both urban growth and the protection of important cultural and ecological values.

tasman district council | Te Kaunihera o te tai o Aorere

TASMAN REGIONAL

POLICY STATEMENT

Operative 1 July 2001

Tasman District Council
Resource Management Act 1991

Approval and Commencement of
Operative Tasman Regional Policy Statement

This regional policy statement for Tasman District was prepared under the provisions of the Resource Management Act 1991. The Statement was approved by resolution of the Tasman District Council on 24 May 2001 and is operative from 1 July 2001.

This approval was certified by the Common Seal of the Tasman District Council, affixed below pursuant to Clause 20 of the First Schedule of the Resource Management Act 1991 in the presence of:

J C Hurley
Mayor

R G Dickinson
Chief Executive

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PART 1: INTRODUCTION AND INTERPRETATION

1. INTRODUCTION

1.1 About This Document

This document is the Tasman Regional Policy Statement, prepared by the Tasman District Council in accordance with the Resource Management Act 1991 (the Act). The Tasman Regional Policy Statement has been prepared as a strategic resource management plan to promote sustainable resource management in the Tasman District.

Effect of the Tasman Regional Policy Statement

The Council:

(i) must observe and enforce the observance of the Tasman Regional Policy Statement;

(ii) must ensure that the content of the Council's other resource management plans is not inconsistent with the Tasman Regional Policy Statement;

(iii) must have regard to its provisions when considering any application for any resource consent;

(iv) may implement the Tasman Regional Policy Statement; and

(v) may propose any amendment to the Tasman Regional Policy Statement.

2. Purpose of the Tasman Regional Policy Statement

The purpose of the Tasman Regional Policy Statement as set out in the Act is to promote the sustainable management of natural and physical resources by providing:

(i) an overview of the resource management issues of the region; and

(ii) policies and methods to achieve integrated resource management.

The statement of purpose provides several important ideas. Sustainable management is required to be the basis for all resource management actions by the Council and by the community at large in its use of resources. Sustainable management is defined by the Act to mean managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while:

(a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

(b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and

(c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.

The purpose of the Act is to promote the sustainable management of natural and physical resources. The Act's purpose and the principles for sustainable resource management are set out in Part II of the Act, and are reproduced in Table 1.1.

Resource management issues of the region are matters of public concern or interest involving the use, development or protection of natural or physical resources. Issues may be conflicts between people in the community arising from any adverse effects of activities on the environment. Activities may have adverse or positive effects on resources as part of the environment that may be valued by people in different ways. Issues may also be opportunities for resource use or development, or constraints or limits on the use of resources.

The Act requires the Tasman Regional Policy Statement to focus on significant resource management issues. Significant issues are important, continuing or urgent matters to be dealt with. Issues of the region are the significant resource management issues arising in Tasman District. Since the Tasman District Council is both a regional council and a district council, the Tasman Region and Tasman District are the same area. Tasman District is shown in Figure 1.1.

Integrated resource management is a key aim of the Act, that the Tasman Regional Policy Statement is to achieve. Our natural and physical environment, together with our local community, function as a single system. Individual resources or elements of the environment may affect the functioning of other elements, just as sections of the community depend on each other and interact in a range of ways. Natural processes may be affected by development activities with implications for other resources or processes. Integrated management seeks to:

(i) manage the different effects of resource use activities together, and not separately or in a fragmented fashion; and

(ii) bring the resource management work of different organisations together in a co-ordinated and co-operative way, rather than allowing different approaches to issues to be taken in isolation from each other.

Examples of integrated management include taking account of effects of land use on water quality; considering the servicing needs of settlements, including water availability and effects on groundwater or river sources, when allowing subdivision and expansion in new locations. A further example would be to ensure that relevant government departments, statutory bodies and interest groups are all involved in decisions on the use of particular resources.

Table 1.1
Purposes And Principles, Part II, Resource Management Act 1991

SECTION 5 PURPOSE

(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.

(2) In this Act, "sustainable management" means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while:

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

SECTION 6 MATTERS OF NATIONAL IMPORTANCE

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- (a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use and development;
- (b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development;
- (c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna;
- (d) the maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers;
- (e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu, and other taonga.

SECTION 7 OTHER MATTERS

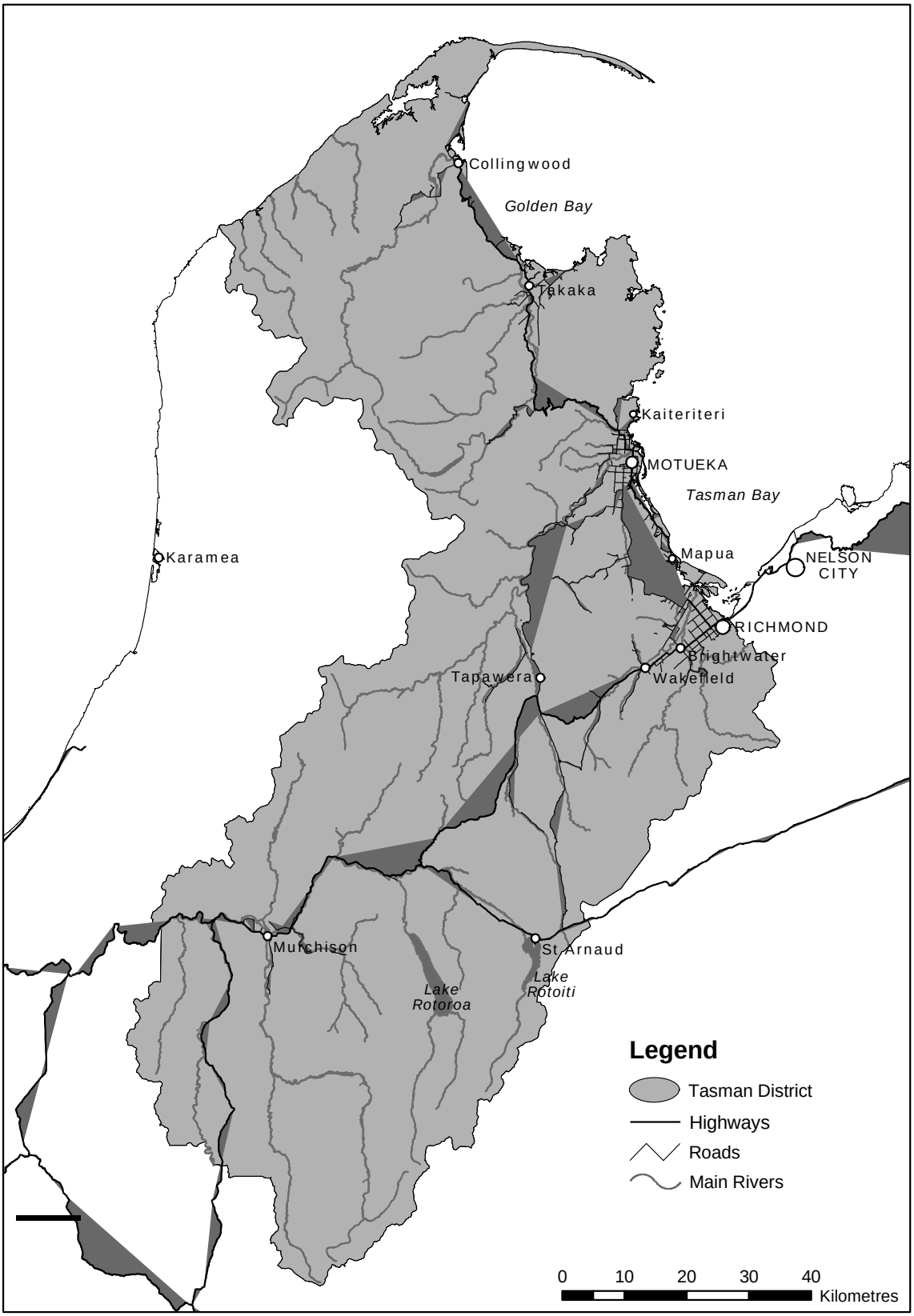
In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to:

- (a) kaitiakitanga;
- (b) the efficient use and development of natural and physical resources;
- (c) the maintenance and enhancement of amenity values;
- (d) intrinsic values of ecosystems;
- (e) recognition and protection of the heritage values of sites, buildings, places, or areas;
- (f) maintenance and enhancement of the quality of the environment;
- (g) any finite characteristics of natural and physical resources;
- (h) the protection of the habitat of trout and salmon.

SECTION 8 TREATY OF WAITANGI

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

Figure 1.1 – Map of Tasman District



1.3 Scope of the Tasman Regional Policy Statement

Resource Management Responsibilities

The Tasman Regional Policy Statement is one of a number of resource management documents required or provided for by the Resource Management Act 1991 (see Page 10 for others). The Tasman Regional Policy Statement covers significant concerns or issues dealing with most aspects of the natural and physical environment, and community interactions with the environment. It includes issues that have social or economic significance through the use, development or protection of resources, but it does not cover social and economic issues that are not directly related to resource management. The Tasman Regional Policy Statement is neither a community development strategy nor a resource development plan. It sits alongside Council's Long Term Financial Strategy, which states the range of activities and services which constitute Council's business, and Council Asset Management Plans, which state Council's programmes for the maintenance and development of public works, utilities and other physical services. The broad scope of the Tasman Regional Policy Statement arises because the Tasman District Council is a unitary authority. This means that the Council has the responsibilities of both a regional council and a district council (territorial authority). This gives the Council an extremely important and comprehensive set of functions to manage resources in the interests of the Tasman District community. The Council's resource management functions under the Act are:

(i) integrated resource management;

(ia) To ensure that there is sufficient development capacity for housing and business land to meet expected demands of the urban environment

(ii) land management and control of the effects of land use;

(iii) control of land subdivision;

(iv) water management;

(v) management of environmental contamination (air, land and water);

(vi) coastal management;

(vii) river and lake management;

(viii) natural hazards management;

(ix) hazardous substances management.

The Act empowers the Council to undertake resource management through several key processes. These are:

(i) investigating and monitoring resources and the effects of resource use on the environment;

(ii) preparing and implementing resource management plans to address and resolve issues and achieve resource management results;

(iii) deciding on resource consents for activities involving resource use;

(iv) ensuring that resource uses and their environmental effects are managed in an acceptable way and in accordance with the law, plans and consents.

Section 13 of the Tasman Regional Policy Statement sets objectives and policies for the management and conduct of these key processes.

The Act enables the Council to undertake resource management through a range of methods using the processes specified above; these methods are described in Table 1.2 (Page 8).

The Issues in the Tasman Regional Policy Statement

Section 1.2 outlines what is meant by resource management issues. The Tasman Regional Policy Statement deals with resource management issues that are considered to be in some way significant. Issues that are significant are:

(i) issues that are relevant or critical to the sustainable and integrated management of key resources in the District - land, water, air, the coast, plants and animals and man-made structures - and to the current and future wellbeing, health and safety of people and the community;

(ii) issues that are relevant to the District as a whole, and not just one part of the District;

(iii) issues that arise in one part of the District but that in some way have importance for the whole community or the District's environment;

(iv) issues that identify future problems or interests as well as describe current or existing concerns.

Both the concept of sustainable management and the various matters in Part II of the Act (see Page 4 of the Tasman Regional Policy Statement) may influence the content of the significant issues in the Tasman Regional Policy Statement, and they help in establishing the scope of significant issues to be addressed.

The following is a summary list of significant resource management issues dealt with by the Tasman Regional Policy Statement:

(i) Developing good communication processes with Maori and accounting for tangata whenua interests in resource management, including:
- (a) consultation with iwi;
- (b) protection of taonga Maori;
- (c) provision for access to resources by iwi.

(ii) Avoiding, remedying or mitigating the environmental effects of urban development while providing sufficient housing and business land capacity to meet demand of the urban environment, including:
- (a) the use of high quality lands;
- (b) exposure to natural hazards;
- (c) need for urban water supplies;
- (d) conflicts between activities across urban and rural boundaries;
- (e) urban settlements in the coast;
- (f) conflicts between land transport activities and urban development or redevelopment;
- (g) ~~maintaining urban amenities and environmental quality.~~ ~~New urban development providing for quality urban design, while recognising and allowing for urban amenity values in areas planned for intensification, to develop and change over time.~~ Maintaining urban amenities and environmental quality while recognising that urban amenity values in areas planned for intensification develop and change over time

(iii) Avoiding, remedying or mitigating the environmental effects of using land resources, including:
- (a) sustaining productive qualities of land;
- (b) the effects of land fragmentation;
- (c) protecting natural and heritage features of land from damage or loss;
- (d) conflicts between rural activities across property boundaries;
- (e) contamination from land use activities;
- (f) damage or loss of soil and water resources from land use activities;
- (g) effects of pests of land and water resources.

(iv) Avoiding, remedying or mitigating the environmental effects of using fresh water resources in the District, including:
- (a) allocation of available water for abstractive uses and life-support or instream values;
- (b) effects of contaminant discharges on water quality.

(v) Avoiding, remedying or mitigating the environmental effects of using river resources, including:
- (a) maintaining river channels and floodways for flood hazard mitigation;
- (b) protecting riverine ecosystems and instream values from damage or loss;
- (c) conflicts between river surface activities;
- (d) effects of gravel extraction and other disturbances in river beds;
- (e) managing the uses and values of riparian lands.

(vi) Avoiding, remedying or mitigating the environmental effects of using the coastal environment, including:
- (a) dealing with inadequate knowledge of coastal ecosystems and values;
- (b) navigational safety and other effects of boating activities;
- (c) allocation of coastal space for structures or occupations, particularly for aquaculture;
- (d) integrating coastal and fisheries management actions;
- (e) maintaining the natural character of the coast;
- (f) effects of coastal land uses, particularly settlements, on the coastal environment;
- (g) effects of contaminant discharges on coastal water quality.

(vii) Avoiding, remedying or mitigating the environmental effects of contaminant discharges to land, water and air, including:
- (a) effects of direct and diffuse source contamination from urban and rural sources;
- (b) the legacy of contaminated sites;
- (c) effects of generating and disposing of contaminant wastes.

(viii) Avoiding or mitigating the environmental effects of natural hazards and hazardous substances, including:
- (a) flooding;
- (b) coastal erosion;
- (c) land instability and earthquakes;
- (d) storage, use, transport and disposal of hazardous substances.

(ix) Avoiding, remedying or mitigating the environmental effects of generating, transmitting or using forms of energy.

(x) Managing conflicts between land transport activities and rural and urban land use activities.

(xi) Providing good resource management processes to resolve the above issues, including:
- (a) development of integrated resource management plans;
- (b) addressing cross-boundary issues with adjacent local authorities;
- (c) public consultation in plan development;
- (d) justifying the content of plans;
- (e) implementing plans effectively;
- (f) environmental monitoring and enforcement;
- (g) managing the conflicting interests of the Council in relation to resource management.

The Objectives, Policies and Methods in the Tasman Regional Policy Statement

Section 3 of the Tasman Regional Policy Statement sets out the long term aims or general objectives of the Tasman Regional Policy Statement for sustainable and integrated management. The sections that follow Section 3 deal with particular issues. Each of these sections sets out more specific objectives or desired results relevant to those particular matters. Each section also contains statements of policies and methods to achieve objectives and address issues. Policies are the intentions or general courses of action that are considered to be necessary and appropriate to achieve the desired results. Methods are the specific tasks to be carried out to implement policies. Anticipated environmental results are the specific outcomes that are expected to follow from implementing policies. Performance monitoring indicators show how the degree of implementation of policies and methods will be indicated from monitoring actions. Information on each indicator will help to assess how effective the Tasman Regional Policy Statement has been at future intervals of time, as required by the Act.

Statements of objectives and policies are the specific means of promoting integrated and sustainable resource management in Tasman District. They apply and give effect to the concept of sustainable management and the directives given in Part II of the Act. The wording of the objectives and policies in the Tasman Regional Policy Statement is appropriately consistent with that in Part II of the Act, where those directives are directly relevant to the objectives and policies.

Conflicts are always possible between specific objectives or policies, in giving effect to the various matters in Part II of the Act. Such conflicts must be resolved in implementing the Tasman Regional Policy Statement by applying the concept of sustainable management, and the matters in Part II that may be relevant, to the facts surrounding each decision to be made. The wording of individual objectives or policies cannot necessarily avoid such conflicts.

The Council is required to assess options for objectives, policies and methods in the preparation of the Tasman Regional Policy Statement. It must evaluate the likely benefits and costs of options, and it must be satisfied that the proposed resource management objective, policy or method is necessary and the most appropriate, having regard to its efficiency and effectiveness.

Table 1.2 shows the kinds of resource management methods available to Council to address resource management issues.

The Council is not able to specify rules in its regional policy statement as regulatory methods. But the Council has considered the methods available to address issues, and the Tasman Regional Policy Statement indicates where a mix of methods, including the development of rules under other resource management plans, is desirable.

Table 1.2 Resource Management Methods
Investigating and monitoring to generate information about resource uses and their environmental effects and making that information publicly available.
Advocating or promoting courses of action concerning resource use by individuals, groups or the community in general.
Providing or requiring the provision of physical services such as works or facilities to support development of communities to avoid, remedy or mitigate adverse effects.
Providing incentives including financial measures such as charges or other compensatory contributions to encourage or discourage resource use behaviour.
Regulating resource use activities for their adverse effects through the use of rules, consents, enforcement action and self-regulatory actions by resource users themselves.
Taking no action where results or resolution may be achieved without Council intervention.

In preparing the Tasman Regional Policy Statement, the Council must have regard to:

(i) management plans and strategies prepared by other authorities under other Acts (e.g. conservation plans);

(ii) planning documents recognised by an iwi authority;

(iii) fisheries, mahinga mataitai and taiapure regulations;

(iv) the need to be consistent with regional policy statements of adjacent regional councils.

Relationships Between Resource Management Planning Instruments

The Tasman Regional Policy Statement is a key element of resource management under the Resource Management Act. It affects the contents of all other resource management plans within the District. These plans are the Regional Coastal Plan, other regional plans, and the District Plan. National policy statements, including the New Zealand Coastal Policy Statement, national environmental standards and water conservation orders may also influence all of the District's resource management plans.

Figure 1.2 sets out the key resource management planning instruments that are provided for under the Act. The following gives a brief description of these instruments, and their relationships:

(i) National environmental standards. May be prepared and approved by the government on the recommendation of the Minister for the Environment, and can cover standards for the quality of resources or the limits of contamination.

(ii) National policy statements. May be prepared and approved by the government on the recommendation of the Minister for the Environment, and can cover any nationally significant matter concerning sustainable resource management.

(iii) New Zealand Coastal Policy Statement. Must be prepared and approved by the government on the recommendation of the Minister for the Conservation, and covers policies to promote the sustainable management of the coastal environment.

(iv) Regional Policy Statement. Must be prepared and approved by Council to promote sustainable and integrated resource management, through an overview of significant issues and providing policies and methods. Must not be inconsistent with any national policy statement, New Zealand Coastal Policy Statement or water conservation order.

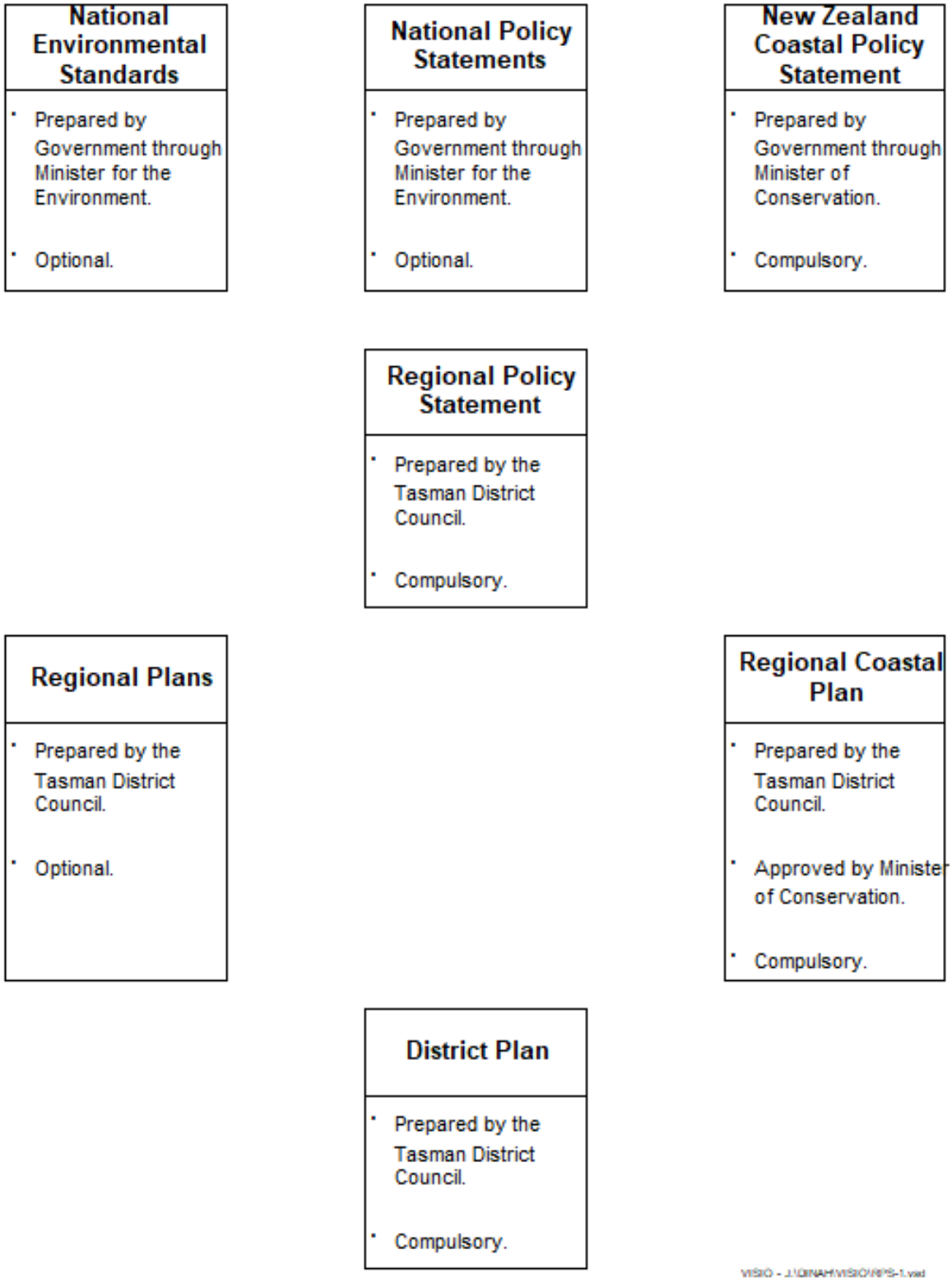
(v) Regional Coastal Plan. Must be prepared by Council to help promote the sustainable management of the coast. Approved by the Minister of Conservation. Must not be inconsistent with any national policy statement, New Zealand Coastal Policy Statement or water conservation order, or regional policy statement or other regional plan of the District.

(vi) Regional Plans. May be prepared and approved by Council to help promote sustainable and integrated management of water, land, contamination and hazards. Must not be inconsistent with any national policy statement, New Zealand Coastal Policy Statement or water conservation order, or regional policy statement or other regional plan of the District.

(vii) District Plan. Must be prepared and approved by Council to help promote sustainable and integrated resource management of the effects of land use, including subdivision. Must not be inconsistent with any national policy statement, New Zealand Coastal Policy Statement or water conservation order, or regional policy statement or regional plan of the District.

Figure 1.2

Resource Management Planning Instruments



1.4 The Process of Preparing the Tasman Regional Policy Statement

Following the commencement of the Resource Management Act in October 1991, the former Nelson-Marlborough Regional Council began investigations and analyses of issues likely to be addressed in the Tasman Regional Policy Statement for the Nelson-Marlborough Region. Since 1 July 1992 when the Tasman District Council took on the functions of a regional council for the Tasman District, investigation and analysis of significant issues in Tasman District was continued. Two issues and options discussion papers covering land and water resources and the coastal environment were circulated for public submissions for a period of three months and eleven public workshops were held in centres around the District to further public consideration of issues. A meeting with representatives of the tangata whenua of the District was held in early 1993 to discuss issues of interest to iwi. Iwi representatives advised on issues of relevance to the tangata whenua in the discussion papers. Over 200 public submissions were received on the discussion papers. Policy papers were prepared covering key issue areas, to assist Council in considering alternative methods of resource management.

The Tasman Regional Policy Statement was notified as a proposed regional policy statement on 31 July 1994. Submissions on the Proposed Tasman Regional Policy Statement were heard on 21, 22, 24 and 30 August 1995. Decisions on submissions were made and the Proposed Tasman Regional Policy Statement was amended by those decisions on 22 September 1995.

Twelve appeals or references were received on the Proposed Tasman Regional Policy Statement in early 1996; three appeals were withdrawn, three were determined by the Environment Court, and six were resolved by consent.

The following is a record of documentation prepared by the Council in the discharge of its duties under Section 32 of the Act to have considered alternatives and assessed benefits and costs, both in preparing the Proposed Tasman Regional Policy Statement and in making decisions on submissions. This record is prepared pursuant to Section 32(4) of the Act.

June 1993	Economic Investments in Resource Management, with particular regard to Transferable Water Permits. Regional Policy Paper No. 1.
June 1993	Urban Development Objectives and Issues. Regional Policy Paper No. 2.
July 1993	Rural Land Use Management Objectives and Issues. Regional Policy Paper No. 3.
July 1993	Protection of Natural and Historic Resources. Regional Policy Paper No. 4.
September 1993	Strategic Water Management Objectives and Issues. Regional Policy Paper No. 5.
October 1993	River Management Objectives and Issues. Regional Policy Paper No. 6.
April 1993	Port Developments, Smallcraft. Regional Coastal Plan Policy Paper No. 1.
June 1993	Aquaculture. Regional Coastal Plan Policy Paper No. 2.
September 1993	Coastal Margins: settlement patterns, uses and interactions with the coastal marine area. Regional Coastal Plan Policy Paper No. 5.
April 1994	Coastal Conservation. Regional Coastal Plan Policy Paper No. 4.
August 1995	Officers' Report on Submissions to the Proposed Tasman Regional Policy Statement. Report EP 95/08/10.

2.0 INTERPRETATION OF TERMS

Note: Definitions appearing in italics are as stated in the Resource Management Act as at 1 July 2001.

In this Tasman Regional Policy Statement unless otherwise specified, the following applies:

Abstractive - in relation to water use, means taken or drawn from a water body for some purpose. Abstraction has a corresponding meaning.

Act - means the Resource Management Act 1991.

Amenity Values - means those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.

Aquifer - means a water-bearing formation yielding usable quantities of water.

Best Practicable Option - in relation to a discharge of a contaminant or an emission of noise, means the best method for preventing or minimising the adverse effects on the environment having regard, among other things, to:

(a) the nature of the discharge or emission and the sensitivity of the receiving environment to adverse effects; and

(b) the financial implications, and the effects on the environment, of that option when compared with other options; and

(c) the current state of technical knowledge and the likelihood that the option can be successfully applied.

Biological Diversity - means the range of types of animals and plants in populations, communities, or ecosystems, in terrestrial, freshwater, and marine environments.

Coastal Environment - includes the coastal marine area, land above the coastal margin that is affected by coastal processes, resources and issues, and all associated plants, animals, and physical resources.

Coastal Marine Area - means the foreshore, seabed, and coastal water, and the air space above the water:

(a) of which the seaward boundary is the outer limits of the territorial sea;

(b) of which the landward boundary is the line of mean high water springs, except that where that line crosses a river, the landward boundary at that point shall be whichever is the lesser of:

  (i) one kilometre upstream from the mouth of the river; or

  (ii) the point upstream that is calculated by multiplying the width of the river mouth by 5.

Contaminant - includes any substance (including gases, liquids, solids, and micro-organisms) or energy (excluding noise) or heat, that either by itself or in combination with the same, similar, or other substances, energy, or heat:

(a) when discharged into water, changes or is likely to change the physical, chemical, or biological condition of water; or

(b) when discharged onto or into land or into air, changes or is likely to change the physical, chemical, or biological condition of the land or air onto or into which it is discharged.

Contaminated Site - means a site in which hazardous substances occur at concentrations above background levels and where assessment indicates the site poses or is likely to pose an immediate or long term risk to human health or the environment.

Council - means the Tasman District Council.

Damage - in relation to soil, means any physical, biological, or chemical change that may adversely affect the productive value or physical stability of soil.

Diffuse Source Contamination - means contamination of water or air from an area rather than a single source.

Discharge - includes emit, deposit, and allow to escape.

Ecosystem - means a community of living organisms together with its physical and chemical environment.

Effect - includes:
(a) any positive or adverse effect; and
(b) any temporary or permanent effect; and
(c) any past, present, or future effect; and
(d) any cumulative effect which arises over time or in combination with other effects:
regardless of the scale, intensity, duration, or frequency of the effect, and also includes:
(e) any potential effect of high probability; and
(f) any potential effect of low probability which has a high potential impact.

Environment - includes:
(a) ecosystems and their constituent parts, including people and communities; and
(b) all natural and physical resources; and
(c) amenity values; and
(d) the social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) of this definition or which are affected by those matters.

Hapu - means an ancestrally-related group within an iwi.

High Productive Value - in relation to land, means land which has the following features:
(a) flat to gently rolling topography; and
(b) free draining moderately deep to deep soils; and
(c) moderate to good inherent soil fertility and structure; and
(d) a climate with sufficient ground temperature, sunshine, available moisture, and calmness to make the land favourable for producing a wide range of types of plants.

Indigenous - means found naturally in an area, and not introduced by people.

Instream Values - means the values of any water body supported by or derived from the retention of water in the water body rather than from its abstraction or removal, and includes fisheries, wildlife habitat, recreational, aesthetic, and intrinsic values.
Instream Uses has a corresponding meaning.

Iwi - means a tribe or group of ancestrally related people.

Kaitiakitanga - means the exercise of guardianship by the tangata whenua of an area in accordance with tikanga Maori in relation to natural and physical resources; and includes the ethic of stewardship.

Land Fragmentation - means any increase over time in the number of separately developed properties in any area, through successive land subdivision to form new land parcels and associated land development activities such as buildings and roads.

Mana Whenua - means customary authority exercised by an iwi or hapu in an identified area.

Mineral – means a naturally occurring inorganic substance beneath or at the surface of the earth, whether or not under water; and includes all metallic minerals, non-metallic minerals, fuel minerals, precious stones, industrial rocks or building stones, and a prescribed substance within the meaning of the Atomic Energy Act 1945.

Natural and Physical Resources - includes land, water, air, soil, minerals, and energy, all forms of plants and animals (whether native to New Zealand or introduced), and all structures.

Natural Hazard - means any atmospheric or earth or water related occurrence (including earthquake, tsunami, erosion, volcanic and geothermal activity, landslip, subsidence, sedimentation, wind, drought, fire, or flooding)

the action of which adversely affects or may adversely affect human life, property, or other aspects of the environment.

Objective - means a desired environmental result.

Plan - means a regional plan or a district plan.

Point Source Contamination - means contamination from a single, definable source.

Policy - means a specific intention or course of action, as a means of achieving any objective.

Productive Value - in relation to land, means the inherent or existing ability of the land to produce plant or animal biomass, arising from its natural and physical features, and includes measures of productivity and versatility.

Productivity - in relation to land, means the inherent or existing ability to produce any type of plant or animal biomass over a given period and area.

Resource - means any natural or physical resource.

Resource Consent - means a land use consent, a subdivision consent, a coastal permit, a water permit, or a discharge permit, and includes all conditions to which the consent is subject.

Riparian - means land immediately adjacent to any river, lake, or wetland.

Risk - means any potential adverse effect.

River - means a continually or intermittently flowing body of fresh water; and includes a stream and modified watercourse; but does not include any artificial watercourse (including an irrigation canal, water supply race, canal for the supply of water for electricity power generation, and farm drainage canal).
Rohe - means a defined area within which a tangata whenua iwi or hapu holds mana whenua.

Rule - means a district rule or a regional rule.

Tangata Whenua - in relation to a particular area, means the iwi, or hapu, that holds mana whenua over that area.

Taonga - means a highly prized possession or treasure.

Tier 2 Local Authority – means each local authority listed in the appendix of the National Policy Statement on Urban Development and includes Tasman.

Tikanga Maori - means Maori customary values and practices.

Tino Rangatiratanga - means full tribal authority, including holding the necessary mana to own and control in accordance with tribal preferences.

Urban Environment - is defined in the National Policy Statement on Urban Development and means any area of land (regardless of size and irrespective of local authority or statistical boundaries) that:
(a) is, or is intended to be, predominantly urban in character; and
(b) is, or is intended to be part of a housing and labour market of at least 10,000 people

Tasman's urban environment – comprises Richmond, Brightwater, Wakefield, Māpua and Motueka and forms part of the wider Nelson Tasman urban environment in the National Policy Statement on Urban Development.

Versatility - in relation to land, means the range of types of plant or animal biomass that may be produced over a given area.

Wahi Tapu - means a sacred area or site.

Water:-

(a) means water in all in its physical forms whether flowing or not and whether over or under the ground;
(b) includes fresh water, coastal water, and geothermal water;
(c) does not include water in any form while in any pipe, tank, or cistern.

Water Body - means fresh water or geothermal water in a river, lake, stream, pond, wetland, or aquifer, or any part thereof, that is not located within the coastal marine area.

Well-functioning urban environment - is defined in the National Policy Statement on Urban Development, as urban environments that as a minimum:

(a) have or enable a variety of homes that:
  (i) meet the needs, in terms of type, price and location of different households; and
  (ii) enable Māori to express their cultural traditions and norms; and
(b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
(c) have good accessibility for all people between housing, jobs, community services, natural spaces and open space including by way of public or active transport; and
(d) support and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
(e) support reductions in greenhouse gas emissions; and
(f) are resilient to the likely current and future effects of climate change.

Water Conservation Order - means an order made in respect of any water body to recognise and sustain:

(a) outstanding amenity or intrinsic values which are afforded by waters in their natural state;
(b) where waters are no longer in their natural state, the amenity or intrinsic values of those waters which in themselves warrant protection because they are considered outstanding;
  and that imposes . . . in particular, restrictions or prohibitions relating to:
  (i) the quantity, quality, rate of flow, or level of the water body; and
  (ii) the maximum and minimum levels or flow or range of levels or flows, or the rate of change of levels or flows to be sought or permitted for the water body; and
  (iii) the maximum allocation for abstraction or maximum contaminant loading consistent with the purposes of the order; and
  (iv) the ranges of temperature and pressure in a water body.

Water Quality - means the extent to which the physical, chemical and biological features of water are suitable or meet the expectations that people may have in relation to any particular use or value.

Wetland - includes permanently or intermittently wet areas, shallow water, and land water margins that support a natural ecosystem of plants and animals that are adapted to wet conditions.

Wildlife Habitat - means the physical setting in which naturally occurring animals and plants live.

PART 2: GENERAL OBJECTIVES

3.0 GENERAL OBJECTIVES FOR RESOURCE MANAGEMENT IN TASMAN DISTRICT

Explanation of General Objectives

The General Objectives reflect the approach adopted in Tasman District to the purpose and principles of the Act and its key processes in a manner that is consistent with the Act and appropriate to the circumstances of the District.

General Objective 1

Maintenance and enhancement of the quality of the Tasman District environment.

REASONS:

The Tasman District is renowned for its varied endowment of high quality natural resources, features and amenities and as a valued place for living, production and recreation. However, there is significant degradation of environmental quality in a number of areas or situations (for example, the presence of chemically contaminated sites, accelerated soil erosion, and local contamination of aquifers, air or visual features). These all require a variety of remedial or enhancement actions. This objective applies key principles in Part II of the Act concerning the maintenance and enhancement of environmental quality, including amenity values.

General Objective 2

Maintenance of the biological diversity and healthy functioning of land, freshwater, coastal and marine ecosystems.

REASONS:

The valuable natural resources of the District are totally dependent on healthy natural systems. Human use of ecosystems (for example, uses of soils, rivers and the coast) may cause contamination, or modification of key elements of these systems. This may alter their behaviour, particularly their resilience in the face of change. Resilience is the ability of ecosystems to continue to function following adverse effects. Some effects of resource use may bring about irreversible changes to the function of natural systems. Some natural systems may be much more vulnerable than others to changes to their functioning, where communities or plants and animals may be sensitive to the effects of human activities (for example, wetlands). Maintaining a diversity of natural systems helps to maintain healthy life-support processes in the face of modifying effects. This objective applies key principles in Part II of the Act concerning provision for healthy communities, life-support functions and intrinsic values of ecosystems and the Maori concept of kaitiakitanga.

General Objective 2A

Tasman contributes to a well-functioning Nelson Tasman urban environment that enables all people and communities to provide for their social, economic and cultural wellbeing and for their health and safety now and into the future.

~~For the period 2024 to 2054, the minimum sufficient development capacities for housing in the Tasman portion of the Nelson-Tasman Tier 2 Urban Environment are provided.~~

~~Note:~~

~~The minimum sufficient development capacities to meet housing demand, including the competitiveness margin, over a 30-year period are:~~ ~~NPS-UD~~ ~~NPS-UD 09/24~~

~~Urban Environment~~	~~Short Term Years 1-3 (2024-2027) Number of Dwellings~~
~~Richmond~~	~~355~~
~~Brightwater~~	~~79~~
~~Māpua/Ruby Bay~~	~~68~~
~~Wakefield~~	~~82~~
~~Motueka~~	~~238~~
~~**Total**~~	~~**822**~~

~~Urban Environment~~	~~Medium Term Years 4-10 (2028-2034) Number of Dwellings~~
~~Richmond~~	~~1,027~~
~~Brightwater~~	~~211~~
~~Māpua/Ruby Bay~~	~~162~~
~~Wakefield~~	~~216~~
~~Motueka~~	~~535~~
~~**Total**~~	~~**2,151**~~

~~Urban Environment~~	~~Long Term Years 11-30 (2035-2054) Number of Dwellings~~
~~Richmond~~	~~2,480~~
~~Brightwater~~	~~681~~
~~Māpua/Ruby Bay~~	~~404~~
~~Wakefield~~	~~659~~
~~Motueka~~	~~1,257~~
~~**Total**~~	~~**5,481**~~

General Objective 3

Avoidance, remedying or mitigation of the adverse effects on the environment and the community from the use, development or protection of resources.

REASONS:

Avoiding, remedying or mitigating the adverse effects arising from resource use or development is a prime means of pursuing sustainable management of resources. Adverse effects may restrict opportunities for future uses of resources through damage or loss of resource values, particularly with irreversible effects. Control of the effects of activities can help to maintain or enhance resource use options for future community needs. This objective applies resource management principles in Part II of the Act concerning the management of environmental effects of activities.

General Objective 4

Efficient use and development of resources.

REASONS:
Resources may be renewable with certain rates or methods of use (for example, water), or else they are essentially non-renewable (for example, soils). Efficient uses are those which maximise the value of the resource to the user and to the community (including future generations) through methods of use that avoid, remedy or mitigate adverse effects (for example, the generation and dispersal of wastes or contaminants) and achieve maximum economic and environmental benefits for minimum costs. This objective applies resource management principles in Part II of the Act concerning the efficiency of resource use and development.

General Objective 5

Maintenance of economic and social opportunities to use and develop resources in a sustainable manner.

REASONS:
The Council's resource management role is not limited to constraining resource uses because of their adverse environmental effects. The Council is in a key position to enable the uptake of opportunities to use and develop a range of resources in ways that are environmentally sustainable by providing information, and advocating or allowing appropriate resource development pathways. The Tasman District has significant growth opportunities because of its viable and diverse economic achievements and development potential. In the growing awareness worldwide of sustainability issues, new use opportunities that are compatible with sound resource management are likely to become increasingly favoured by local and international trading communities. This objective applies key aspects of the concept of sustainable resource management in Part II of the Act concerning enabling provision for social, economic and cultural wellbeing within sustainable limits.

General Objective 6

Protection and enhancement of significant natural, heritage and cultural values of resources.

REASONS:
The Tasman District contains many outstanding natural areas, features and landscapes with high biological, cultural and recreational values. These include coastal margins, water bodies, indigenous vegetation, and karst and mountain landscapes. Sites and areas of Maori or European historical significance are also present. Appropriate protection and enhancement of areas adjacent to and beyond the national conservation estate is desirable to assist in maintaining the District's rich heritage of natural and historic resources. This objective applies key resource management principles in Part II of the Act concerning the protection of the natural character of water margins, and significant natural and heritage values, particularly Maori heritage.

General Objective 7

Recognition and protection of significant traditional interests of the tangata whenua in relation to land, water, the coast and other taonga Maori.

REASONS:
The Council acknowledges the special place in our natural and cultural environment of Maori heritage and current Maori interests in protecting that heritage. These interests include regard for special sites and areas (wahi tapu), and the beliefs, values and principles (wanata, kaupapa) for the conservation of natural resources that are held by Maori, including those who are descended from original Maori tribes by right of occupation or conquest (tangata whenua iwi) in the District. Specific areas and resources are regarded by iwi as taonga or prized treasures, to be safeguarded for the future. The Treaty of Waitangi recognised the interests then held by Maori over resources. Despite the development of statutory powers and responsibilities for resource management, these traditional interests of Maori are still present and require recognition and protection. This objective applies principles in Part II of the Act concerning Maori traditional interests over resources, particularly under the Treaty of Waitangi.

General Objective 8

Open, responsive, fair and efficient processes for all resource management decision-making.

REASONS:
The Council is both a regional Council and a district Council and has substantial powers and responsibilities concerning resource management. Most public policies for resource management will be developed and delivered by Council, in concert with key government departments and other statutory authorities, as well as the community at large. Local government exists to provide for different values, rights and services that are chosen by the community, through appropriate processes. The Council acknowledges its responsibility to provide opportunities for the effective participation by all members of the community affected by Council actions. This means clear and open procedures, and adequate consultation with the community in the development of policy and the regulation of resource use activities. In these ways, planning intentions in the Tasman Regional Policy Statement and in all other resource management plans of Council become statements of both the Council and the community for local resource management. This objective applies duties under the Resource Management Act and the Local Government Act concerning good public process.

General Objective 9

Resolution of conflicts of interest in resource management between people in the community and within Council.

REASONS:
Most resource management issues are problems of social conflict over options for resource use, development or protection. Resolution involves establishing and enforcing the appropriate values, rights and responsibilities of the community over resources. Sound resource management requires an awareness of resource use conflicts of interest and a commitment to understand and seek their resolution through formal and informal means. Council as both manager and user of resources recognises the potential for conflicting interests and is committed to pursuing a clear, open and effective process to resolve such conflicts.

General Objective 10

Adequate knowledge and understanding of:

(i) resource and environmental systems and processes, their state of health and any changes to them; and

(ii) the suitability and effectiveness of resource management plans; and

(iii) the exercise of resource consents for sustainable management decision-making.

REASONS:

The Council needs to gain information and understand the nature of natural systems and environmental processes that may influence the quality and availability of natural resources. Sound resource management relies on sufficient relevant and reliable information in order to identify and address resource issues and reach justified decisions on resource policy and regulation of activities. This objective applies the duty under the Act to gather information, undertake research and monitor the environment and the implementation of resource management plans and resource consents.

PART 3: SIGNIFICANT RESOURCE MANAGEMENT ISSUES IN TASMAN DISTRICT

4.0 TANGATA WHENUA INTERESTS

Whaia te iti kahurangi,
Ki te tuohu koe,
Me he maunga teitei.

Seek ye the treasures of your heart,
If you should bow your head,
Let it be to a lofty mountain.

4.1 Introduction

There have been many centuries of Maori settlement in Tasman District, particularly in areas with easy water access and fertile soils. There are six tangata whenua iwi, or Maori tribes with ancestral occupation rights, or rights by conquest, over areas or rohe in the District. These iwi are Ngati Rarua, Ngati Tama and Te Atiawa in Golden Bay and Tasman Bay, Ngati Koata and Ngati Kuia in eastern parts of Tasman Bay, and Poutini Kai Tahu in the south of the District. Ngati Apa preceded the former four iwi, and prior to Ngati Apa occupation, Ngati Tumatakokiri were tangata whenua. Ngati Kuia have remained tangata whenua in the area since earliest Maori occupation.

Today, Maori hold scattered areas of ancestral land, while most lands have passed into Crown or Pakeha ownership. Some areas have been retained in continuous Maori ownership. Many sites or areas are of value for their traditional or spiritual significance. These are wahi tapu. Many Maori in the District have associations with iwi who are not tangata whenua in the District.

Maori hold strong cultural and spiritual beliefs over the use and management of natural resources. Both long-standing occupation and use of these resources, and the affirmation of these interests and entitlements by the Treaty of Waitangi provide an important context for resource management in the District through the actions of the Council and the community at large. There is a growing awareness in the community of Maori interests, particularly regarding land, water and coastal resources.

Under the Resource Management Act the Council has a number of responsibilities and obligations towards Maori, over and above the general responsibilities in dealing with the interests of the community. These obligations are to be fulfilled through Council's resource management decision-making. They are:

(i) to recognise and provide for traditional Maori interests in their ancestral lands, water, wahi tapu and other taonga;

(ii) to take into account the principles of the Treaty of Waitangi;

(iii) to have particular regard to the concept of kaitiatikanga;

(iv) to consult with the tangata whenua of the District in the preparation of all resource management plans; and

(v) to have regard to any relevant planning document recognised by an iwi authority affected by any resource management plan.

The Council acknowledges the special place of Maori in the community through their long-standing connections with and use of natural resources. The philosophy and principles of Maori (wanata, kaupapa) in the management of resources are closely aligned with concepts in the Resource Management Act. These perspectives also have a spiritual dimension for Maori. The mauri, or the essential lifeforce, and wairua, or spiritual essence, of natural and physical resources, whether living or inanimate; the oneness of the natural and physical environment with the spiritual beings, Rangi and Papa and their uri, and with tupuna or ancestors, and through all these things, with present day Maori themselves, are part of the kaupapa Maori to be understood and respected in pursuing sustainable resource management.

Retention by tangata whenua of tino rangatiratanga or traditional full tribal authority over key natural resources is recognised under the Treaty of Waitangi. Despite the development of government or kawanatanga, including statutory laws, such provision may be pursued under the Resource Management Act through a range of measures.

The matters that have been identified by Council and iwi as being of resource management significance in the District can be summarised as:

(i) the development of an ongoing relationship between tangata whenua iwi and Council concerning matters of resource management significance;

(ii) providing for and giving effect to the interests of tangata whenua iwi concerning the sustainable management of resources, including lands, waters, the coast, wahi tapu and other taonga;

(iii) ensuring that opportunities for commercial resource development interests of Maori are able to be pursued consistent with sustainable resource management.

4.2 Developing Relationships between the Tangata Whenua and Council

The Maori community belonging to tangata whenua iwi are not numerous in the District. There has been a recent history of contact between Council and iwi and consultation on particular matters. However, processes for communication to secure agreed approaches on resource management issues are still developing. There is a commitment to periodic dialogue through meetings between appropriate representatives of Council and the tangata whenua, convened at the initiative of either party. The Act has clear obligations on Council to consult on resource management policy issues and to see that its resource management decisions and actions account for tangata whenua interests as protected by the Treaty of Waitangi.

Council needs to consider in relation to the Treaty of Waitangi how sharing of responsibilities for the management of resources could develop. This need arises from the balancing of Council interests in government for resource management (kawanatanga), with the interests of the tangata whenua in exercising traditional authority (tino rangatiratanga) over traditionally valued and used resources. These interests extend beyond ancestral lands held by iwi.

There are a range of ways whereby communication between Council and the tangata whenua may develop into a role for tangata whenua in resource management. These ways include:

(i) meetings of representatives of iwi and Council and exchange of spoken or written views;

(ii) use of staff or officers to promote good communication;

(iii) representation of iwi on Council committees;

(iv) establishment and delegation to an appropriate iwi consultative committee, the authority to:
  (i) recommend resource management actions to Council;
  (ii) decide on certain resource management matters;

(v) transfer to appropriate iwi authority, the authority to:
  (i) recommend to the Council any matter for decision;
  (ii) carry out appropriate functions, powers or duties concerning resource management.

Council is concerned to see that the style of consultation followed and whatever relationship develops from that consultation, sits comfortably with both the tangata whenua iwi and with Council itself. The relationship which evolves between iwi and Council in Tasman District need not conform with ideas or practices developed elsewhere in the country.

Policy 4.1

The Council will pursue a process of consultation and participation in resource management between itself and the tangata whenua of the District.

EXPLANATION AND REASONS:

Council needs to consult iwi and incorporate tangata whenua interests in its resource management decision-making. Iwi have traditional values and rights concerning natural resources safeguarded by the Treaty of Waitangi. There are opportunities for iwi to pursue kaitiakitanga or stewardship of resources under Council control. It is important that Council and iwi develop a process of interaction that is acceptable for both parties.

METHODS OF IMPLEMENTATION:

(i) Council will continue to develop with tangata whenua iwi a process of consultation and negotiation on resource management interests and issues.

(ii) Council will establish in consultation with iwi, the appropriate potential for iwi representation, or delegation or transfer to iwi, concerning resource management responsibilities.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Increased incorporation in resource management decisions of tangata whenua kaupapa and tikanga (principles and practices).

(ii) Enhanced likelihood of sustainable management results.

PERFORMANCE MONITORING INDICATORS:

(i) Satisfaction of tangata whenua with nature of process of consultation and with results.

(ii) Satisfaction of Council with nature of process of consultation and with results.

(iii) Evidence of enhanced relationship between tangata whenua and Council.

Addresses Issue 4.2.

4.3 Environmental Management Kaupapa and Tikanga

Maori hold many traditional philosophical views or principles concerning the management of the natural environment. Arising from such kaupapa are traditional practices and customs, or tikanga. These views and practices are both cultural and spiritual in nature. It is impossible to convey in a few English words the depth and variety of kaupapa Maori for environmental management, and associated tikanga Maori. A few key perspectives are particularly significant in relation to resource management today.

The concept of the mauri or spiritual essence of all things in the environment, is a key part of the single or unitary view of the natural world. From this concept flows the fundamental need to support and sustain the mauri in using all natural resources.

All natural environments - lands, waters, and the coast - are of great significance in the traditional Maori view of the world. Water is considered to be a basic essence of life to Maori. Water is part of all things, so its mauri is of great binding force amongst life and physical processes. Water has spiritual significance to Maori in relation to the creation of the environment, as expressed through Maori mythology. Through the creation process, many forms of water were generated. Each has a distinct mauri, and each form of water had distinctly separate uses or values, or was held to be tapu for those purposes. Keeping separate these forms of water was considered essential. Water held a source of food, and was used for drinking, bathing and for healing practices. Thus the concept of contamination includes to Maori, abhorrence of the mixing of human and other wastes with water, particularly water that could be used for food gathering or drinking. Tangata whenua held their mana whenua and mana moana (power or authority over land and water), spiritually given through their ancestry, to control these resources through a range of practices to sustain the mauri of waters. Specific water bodies were regarded as taonga or treasures of the tangata whenua.
Restoration and enhancement of the life-supporting capacity of waters, and avoidance or mitigation of all forms of water contamination are directives under the Act fully in accord with Maori kaupapa perspectives.

Land or whenua is the origin of all Maori self-identity, both in cultural and spiritual terms. Whenua also means placenta, indicating both physical and spiritual sustenance provided by areas of ancestral land. Land provided home, forest and food resources, and became bound together with an iwi's sense of identity.

The coast provided an immensely important source of food or kaimoana for Maori. Still today the mana of iwi is closely tied to their ability to secure kaimoana for hui, tangi and other significant occasions. Traditional seafood collecting grounds are known as mahinga kai or mahinga mataitai.

An intricate system of customary practices or tikanga govern all uses of land, water, and coastal resources. In addition to maintaining water bodies as tapu for certain purposes, the Maori used the practice of rahui or imposing a ban or prohibition on the use of areas for collection of food. Rahui was an important means of conserving supplies or stocks of food and other resources, in order to sustain the mauri and so protect future uses.

Many traditional or spiritual associations with specific places developed great significance for Maori. These are wahi tapu or sacred places. These too have mauri and the mana of tangata whenua relies on special knowledge of their existence and significance. Protection of the physical and spiritual integrity of wahi tapu is a significant aspect of Maori kaupapa. Sites of former occupation by Maori as revealed by archaeological investigations naturally have significance also, and many are regarded as wahi tapu.

Tangata whenua were the custodians or kaitiaki of areas or valued resources. Mana was enhanced through successful ownership and management of areas of natural resources.

Traditional Maori kaupapa concerning the environment and its management has much in common with the sustainable management principles of the Resource Management Act. It is significant that many traditional

values and perspectives according to Maori are also shared by many people in the wider community. To this extent, current Maori concerns about protection of freshwater and coastal resources from contamination or over-use are not uniquely Maori issues. They are matters of public concern where tangata whenua have added their significant cultural perspective, and Council must take heed of these concerns through the strong directives in the Act.

Policy 4.2

Council will seek protection of wahi tapu, water, ancestral lands, sites, coastal resources and other taonga from disturbance or contamination in a manner consistent with tangata whenua kaupapa and tikanga while acknowledging the significance of private interests in land and other resource users.

EXPLANATION AND REASONS:

Both the Act and kaupapa Maori require the management of land, water and coastal resources so as to sustain the life-supporting capacity of these resources. The Act also directs the protective management of sites or places of traditional or spiritual significance to tangata whenua. There is a need for such management to recognise the importance of the interests of landowners.

METHODS OF IMPLEMENTATION:

(i) The Council will develop appropriate policies and carry out methods including rules, investigations and reporting, and advocacy for sustainable practices, in all resource management plans, to ensure such protection.

(ii) Council will consult with and be guided by the tangata whenua in the development and implementation of these policies, including pursuit of appropriate methods of specified or otherwise assured protection of wahi tapu and archaeological sites.

(iii) Council will consult and will encourage tangata whenua also to consult with any landowner or resource user in circumstances where tangata whenua interests may affect, or be affected by, a use of land or other resource.

(iv) Council will consider appropriate delegations or transfers of responsibilities to tangata whenua for such protective management.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Enhanced quality of water and coastal resources in relation to tangata whenua and general community expectations.

(ii) Reduced risk of damage to values associated with wahi tapu or archaeological sites.

PERFORMANCE MONITORING INDICATORS:

(i) Rate of change of quality of water and coastal resources in relation to expressed tangata whenua expectations.

(ii) Incidence of abuse or damage to values associated with wahi tapu, natural resources or areas regarded as significant taonga by the tangata whenua.

Addresses Issue 4.3.

4.4 Commercial Interests of Iwi

There are a number of situations in the District where iwi or iwi-based organisations seek to develop land, water or coastal resources in a commercial manner. Sometimes these commercial aspirations face constraints imposed by a combination of history or the availability of resources. Two such situations have particular resource management significance for iwi.

In the Motueka/Riwaka Plains and Moutere areas of the District, iwi-based organisations own or administer large tracts of land, largely through perpetual leasehold arrangements. Legislation constrains the ability of the Maori lessors to manage the leases. Since the creation of such lands as Maori reserved land, the Maori owners have had no direct influence in its management and have simply been recipients of nominal rents. The establishment of trust boards and incorporations such as Wakatu Incorporation and the former Whakarewa School Trust Board to administer the lease arrangements did little to free up the direct control by iwi of their ancestral lands. The leaseholders or lessees were able to develop such lands for variety of productive purposes. Water rights have been held by some lessees for such purposes and give significant value to the lands concerned. In some situations, no water permit exists in relation to particular parcels of land. The concern of the two iwi organisations, Wakatu Incorporation and now the Ngati Rarua-Atiawa Iwi Trust, is that there is no legal connection between land ownership and the holding of a consent to take or use water for production on that land. A lessee might not use the current water permit and have it lapse or be cancelled. If this happened, the available water could be reallocated by Council. Alternatively the lessee could seek to transfer the permit for exercise at another site away from the Maori reserved lands and for private financial gain. Where no water permit is held by anyone in relation to particular lands, it might be difficult for the Incorporation or the Trust to hold new permits necessary to irrigate all such lands, because they would be unable to exercise them directly. In all these cases, the Maori lands concerned might suffer reduced authorised access to water for commercial crop production. The Council can seek to ensure through planning policy and decisions on water rights, including transfers of water permits from site to site, that opportunities for access to water for such lands remain, either through water permits or through water allocation provisions. This issue is particularly significant for Maori land under perpetual leasehold tenure. With privately held land there is a single holder of both land and access to water.

A further issue of commercial significance is the provision of opportunities for coastal resource development through aquaculture. Commercial fishing opportunities for Maori have been provided for under the Maori Fisheries Act 1989, the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 and the Fisheries Amendment Act (No.2) 1992, by the government, in recognition of entitlements to fisheries resources acknowledged by the Treaty of Waitangi and preserved by former provisions of the Fisheries Act 1983. But opportunity to use coastal space for aquaculture in Golden Bay and Tasman Bay has been significantly limited through prohibitions made under marine farming legislation in 1984 and in force until Council's Regional Coastal Plan is operative. The concern of iwi is that they have interests in areas of coastal space for commercial aquaculture and seek to have areas of space allocated to them. Certain areas of the coast in Golden Bay of traditional significance to tangata whenua are excluded from use for aquaculture and may become maitaitai reserves or taiapure, under Fisheries Regulations. However, iwi seek some certainty in the provision of new opportunities for use of coastal space for commercial aquaculture purposes.

In the issues described, tangata whenua have a legitimate expectation that Council resource management policy will not disadvantage commercial interests of iwi compared with other commercial interests, in publicly administered resources such as water or coastal space. It is appropriate also for Council to consider the need for taking actions that ensure access to such resources for tangata whenua if there is a significant likelihood of disadvantage resulting, despite such policies. Tangata whenua entitlements to traditionally used resources such as land, water and the coast that were confirmed by the Treaty of Waitangi, have been substantially diminished by laws and the development of New Zealand since the signing of the Treaty. One key principle of the Treaty of Waitangi derived by the Courts and the Waitangi Tribunal is that of adequate protection of Maori in the use of their resources, to the fullest extent practicable. The Council as a statutory agent of the Crown, has an implicit obligation to anticipate and respond to situations where a degree of protection of iwi interests is necessary. Such protection could properly extend to commercial as well as non-commercial interests. Clearly, a careful appraisal of all relevant considerations would be essential before such initiatives were to be taken by Council.

Policy 4.3

The Council will ensure that tangata whenua interests in commercial uses of land, air, water and the coast are not disadvantaged relative to others, and will consider provision for access to such resources where necessary and appropriate.

EXPLANATION AND REASONS:

Opportunities for the tangata whenua to develop resources now under public administration may be constrained by historical or other circumstances. The Treaty of Waitangi means that actions may need to be taken by Council to ensure that resource use opportunities can be taken up by the tangata whenua.

METHODS OF IMPLEMENTATION:

(i) In developing resource management plans, the Council will consider the need to provide for equality of opportunity between commercial interests of iwi and other commercial interests.

(ii) Where situations require it, Council will also consider the need to provide any additional protection of such interests so that they may be effectively and appropriately realised.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) No material disadvantage to tangata whenua in realising their interests in water or the coast by reason of explicit Council policy.

(ii) Successful uptake by iwi of commercial uses of water and the coast.

PERFORMANCE MONITORING INDICATORS:

(i) Degree of satisfaction of the tangata whenua in resource management plans in relation to access to water and the coast.

(ii) Degree of satisfaction of Council in its provision for active protection of iwi interests in water and the coast.

Addresses Issue 4.4

5.0 URBAN DEVELOPMENT

5.1 Introduction

The District contains ~~over thirty small urban settlements~~ twenty urban and rural centres, most in a rural setting - only two towns, Motueka and Richmond, have populations of over 8000~~5000.~~ The physical locations and urban development issues are quite varied. Most settlements are coastal, and many have historic heritage features. The ~~Urban~~ population~~s~~ is ~~are~~ increasing at a significant rate in ~~Motueka and~~ Richmond in particular. ~~and in many smaller settlements in the Waimea area and in Golden Bay. A few of the inland towns including Tapawera and Murchison have slightly declined in numbers in recent years.~~ This section deals with the following urban development issues:

(i) Providing sufficient housing and business land capacity to meet demand of the urban environment

(ii) A lack of variety of homes

(iii) Private plan changes can trigger out of sequence or unanticipated development that may not be consistent with providing a well-functioning urban environment

~~(i)~~(iv) Allocating the use of high quality lands adjacent to urban areas;

~~(ii)~~(v) Managing natural hazard risks to urban growth;

~~(iii)~~(vi) Water allocation for urban growth;

~~(iv)~~(vii) Cross-boundary conflicts between adjacent urban and rural areas;

~~(v)~~(viii) Urban expansion in areas of natural coastal character;

~~(vi)~~(ix) Managing urban transport systems and urban development.

~~(vii)~~(x) Maintenance and enhancement of the quality of the urban environment.

5.2 Urban Development Issues

Issue 5.1A

URBAN GROWTH AND INFRASTRUCTURE

The population of Tasman District has grown significantly in recent years, being the fastest growing region in New Zealand between 2018-2023, its population increasing by 5,420 people or 10.3%. Almost half of this growth was in the Richmond ward. Historically growth has been accommodated by urban expansion in Tasman. Under the National Policy Statement on Urban Development, Tasman shares a tier 2 urban environment with Nelson. Recent Future Development Strategies (FDS) have considered different growth patterns and the most recent FDS adopted a spatial strategy of largely consolidating growth along State Highway 6 between Atawhai and Wakefield, while also providing growth opportunities for Māpua and Motueka and some of Tasman's rural towns. Tasman has a statutory obligation to provide sufficient housing and business land capacity in its urban environment to meet expected demand. The FDS identified objectives for growth, to minimize environmental effects and create a well- functioning urban environment. The FDS seeks to achieve the objectives as a whole and this may require a balance to be found sometimes between competing objectives. There is a need to provide for urban growth and infrastructure that meets the social, cultural and economic needs of a diverse population, while at the same time ensuring that important environmental and cultural values are protected.

Issue 5.1B

VARIETY OF HOUSING

Recent assessments show a consistent shortfall of supply of small attached dwellings, relative to demand, such as semi- detached (duplex) houses, terraced houses or apartments.

Council needs to provide for a range of housing types including opportunities for medium density dwellings with quality urban design outcomes and papakāinga. This could help address pressure on housing availability and unaffordability, as well as accessible dwellings with an ageing population.

Issues 5.1C

UNANTICIPATED OR OUT OF SEQUENCE, SIGNIFICANT URBAN DEVELOPMENT CAPACITY

The adopted FDS provides a 30 year spatial plan, developed jointly by Tasman District and Nelson City Councils and ngā iwi in the Nelson Tasman region. Tasman has experienced growth pressures in recent years and its urban environment has grown significantly, particularly Richmond. Tasman consistently ranks as one of the least affordable places in the country for housing, relative to average household incomes. Three yearly housing and business assessments prepared under the NPS UD jointly with Nelson City Council provide a picture of the housing and business land demand and capacity in the shared tier 2 urban environment. While the District Plan, FDS, adopted structure and masterplans provide a spatial pattern for future growth or 'planned urban built form' under the NPS-UD, the NPS UD also requires Council also to be responsive to unanticipated or out of sequence plan change proposals within the urban environment, in certain circumstances.

Issue 5.1

ALLOCATION OF HIGH QUALITY PERIURBAN LANDS

Urban expansion onto adjacent areas of highly productive soils in some parts of the District has resulted in their irreversible loss. Horticulture is a significant economic activity in Tasman District and areas of highly versatile land for horticultural or other high value uses are limited. These areas are adjacent to the significant urban centres of Richmond, Motueka and Takaka. Where there is continuing urban growth, especially in centres adjoining areas of high quality soils, a means of sustaining the potential of the land resource to meet the needs of future urban dwellers and horticulturalists has to be found. This may require a slowing of growth on the urban fringe by encouraging more medium density development in the core of the major centres, or by containing peripheral growth. Continued peripheral growth may divert public funds needed to upgrade existing infrastructure.

~~The principal benefit of containment of urban boundaries in Richmond, Motueka and other centres is that existing investment in horticulture can continue and the supply of limited horticultural land is not diminished. Also, extension of service infrastructure to fringe areas is not required. Containment could itself encourage the more efficient use of present urban space such as through multi-unit housing in some settlements where there is unmet demand. But if no additional land is provided on the fringe there will be more demand for resubdivision of existing lots and there are likely to be costs in upgrading existing services to cope with the increased demand. The cost of new sections is also likely to rise through scarcity of sections. Resubdivision, if not carefully managed, can cause a loss of amenity values such as large sections with trees and older dwellings. However, some people may perceive a loss of lifestyle choice if a continued supply of suburban sections is not provided.~~

Managed urban expansion of the main centres must ensure that greenhouse gas emissions from transport can be reduced and there is improved access to jobs, services and amenities. Urban expansion must also be managed to ensure that existing investment in horticulture can continue, and the supply of horticultural land is not rapidly diminished. A focus on both intensification and medium-density housing around the existing main centres will both encourage the more efficient use of land and meet demand for different types of housing, preventing affordability from further deteriorating. New urban development needs to provide for quality urban design, while recognising and allowing for amenity values of the urban and built form, in areas planned for intensification, to develop and change over time in response to diverse and changing needs of people, communities and future generations.

Addressed by Objectives 5.1, 6.1 and Policies 5.1, 6.1.
Related issue is Issue 6.1.

Issue 5.2

NATURAL HAZARDS TO URBAN DEVELOPMENT

Continued urban development brings pressure to develop less physically suitable land, especially if there is also a pressure to protect high quality soils. The District is especially susceptible to the natural hazards of flooding, land instability, coastal erosion, and earthquake shaking. Urban development should be discouraged from such areas. Global sea level rise will exacerbate existing problems of coastal erosion in the District. There is a need to identify areas at risk from flooding, instability, erosion and earthquake shaking hazards. The issue is then the levels of risk reduction that should be imposed on urban development, by avoiding or restricting development in such areas. High levels of reduced risk would mean community expenditure in structural protection or in restricting urban development of hazard-prone areas. Alternatively, lower levels of risk reduction would allow individuals to develop in areas at risk but with mitigation measures being required where practicable.

Addressed by Objectives 5.2, 11.1 and Policies 5.2, 11.1, 11.2, 11.3, 11.4
Related issues are Issues 11.1, 11.2, 11.3, 11.4.

Issue 5.3

WATER ALLOCATION FOR URBAN GROWTH

Increased urban population growth is placing increased demands on finite underground water supplies. Provision of an adequate supply of water will enable urban areas to continue to grow. In Motueka, access to water is restricted through limited reticulation and shallow well extraction. In Richmond, the quality of the groundwater supply could be improved. However, the water resource must be allocated to all significant uses, and within the sustainable limits of the resource. There is a need to allocate an appropriate amount of available water for residential and industrial purposes. As well, horticultural demands need to be considered. Unless restricted, continued urban growth will require further allocation of available water. Investigating alternative supplies and producing education material for the public on the need to use the limited water resource efficiently, are further ways of resolving this issue.

Addressed by Objectives 5.3, 7.1 and Policies 5.3, 7.2, 7.3, 7.5.
Related issue is 7.1.

Issue 5.4

URBAN/RURAL BOUNDARY CONFLICTS

The District is an important horticultural area and conflicts often arise on the urban boundary between urban activities and the adverse effects of rural activities such as agrichemical spraying; smoke nuisance and contamination from domestic fires and burning of farming, orchard, forestry or industrial waste; operating bird scarers and hail guns; planted shelter belts; and stock farming such as piggeries. This issue also extends throughout rural areas where there are cross-boundary conflicts between rural properties.

Similar conflicts may occur with some industries, the effects of which may be acceptable in a rural location but not in an urban area. That is, either the amenity of the urban neighbourhood of the industry would be reduced, or the industry be required to meet urban environmental performance standards.

Addressed by Objectives 5.2, 6.3 and Policies 5.4, 6.2.
Related issue is Issue 6.4.

Issue 5.5

COASTAL DEVELOPMENT

Coastal land is in demand for residential and tourist developments. Some coastal land in Golden Bay, Abel Tasman, Kaiteriteri, Mapua-Ruby Bay is a highly valued landscape and recreational resource for residents and visitors to the District. Special landscapes and natural areas need identification and protection from the effects of urban settlement encroachment and rural-residential development.

Addressed by Objectives 5.2, 9.6 and Policies 5.5, 9.7.
Related issue is Issue 9.7.

Issue 5.6

EFFECTS OF LAND TRANSPORT ACTIVITIES AND URBAN DEVELOPMENT ON EACH OTHER

The current land transport system is a roading network in urban and rural areas, maintained to standards in accord with expected traffic usage. Most use of this system is by private vehicles. Major routes carry high proportions of heavy vehicles as well. The use of roads generates noise, emissions, use of fossil fuel, and creates traffic safety risks and sometimes traffic congestion. The reliance on roads for private vehicle use continues and reinforces the pattern of roading extension and roading maintenance, with continued high public expenditure. This pattern influences the progressive form of urban development, including its extent and location and the area of urban land physically covered by roads. Urban development can create adverse effects on the efficiency and safety of the roading network. Changes in traffic flow resulting from redevelopment and redistribution of land use activities in urban areas, ribbon development (as at Wakefield and Motueka), sporadic residential properties (as at Hope, Riwaka and Motupipi), and the need to construct urban by-pass routes, demonstrate some of these adverse effects. Other ways of delivering transport services to the community besides providing roads for private vehicle usage include provision for pedestrian and cycle traffic, and support for urban passenger transport services. The issue is how to provide for a mix of transport services to avoid or minimise the adverse effects of roads and their current uses on urban development, and how to manage urban growth to maintain the efficiency and safety of roads.

Addressed by Objectives 5.4, 12.2 and Policies 5.6, 5.7, 12.5.
Related issue is Issue 12.3.

Issue 5.7

MAINTENANCE AND ENHANCEMENT OF THE QUALITY OF THE URBAN ENVIRONMENT

Growth of the District's main urban centres brings new residential, commercial and industrial activities. Business areas including main retail streets require upgrading and enhancement of pedestrian facilities and attractions. Commercial and small site industrial areas can share many features in common with residential areas in order to blend and attract new businesses. Industrial development with relatively large site

requirements has visual, noise, heavy traffic and other environmental effects that require avoiding, remedying or mitigating through land allocation, buffering and performance standard setting.

All areas of urban development require an appropriate standard of provision of network utility services to enhance convenience, safety, communications and other generally essential functional and amenity values. The location and form of such services may generate space, visual, land disturbance and other adverse effects that also require management.

As urban areas grow and change, there is a risk that the vibrancy and efficiencies of town centres may be compromised by sprawling or ad hoc developments.

Acknowledgement of the role and function of existing town (and neighbourhood centres in the larger towns) including their contribution to the wider urban environment context may assist to retain and enhance the vibrancy, and efficiencies of town centres as compact hubs of economic, social and cultural activity and to realise efficiencies relating to the maintenance, upgrades and extension of network infrastructure.

Funding for environmental enhancement measures must be apportioned between land subdividers and developers, and the community at large through the Council.

Issues arise in deciding how much and in what way, private developers should pay towards improvements, as well as in establishing the environmental performance requirements for urban activities. Different people may benefit from requirements or improvements in different parts of urban centres. Within the residential areas the benefits of environmental enhancement are primarily for those who live there. In the main commercial areas and the main access routes, the benefits are to all those using these areas, including tourists.

The smaller communities may provide retail, health, educational and other services, some degree of employment for the resident labour force, a social centre for the local community, and a prime location for contractors and other businesses directly associated with agricultural and forestry production. Many small towns have areas with historical character or other amenity features. In allowing development in small settlements, care must be taken to ensure that the essential character of the town is maintained.

Existing as well as new urban activities can degrade the physical qualities of the urban environment, through the effects of traffic, air contamination from smoke and other emissions including noise, and visual appearance. There is a need for such adverse effects to be managed through siting, design and other performance requirements.

Addressed by Objective 5.5 and Policy 5.7.

5.3 Urban Development Objectives

Objective 5.1A

Sufficient housing and business land capacity is available in the urban environment to meet demand while protecting important environmental and cultural values.

For the period 2024 to 2054, the minimum sufficient development capacities for housing in the Tasman portion of the Nelson-Tasman Tier 2 Urban Environment are provided.

Note:

The minimum sufficient development capacities to meet housing demand, including the competitiveness margin, over a 30-year period are:

NPS-UD 09/24

Urban Environment	**Short Term Years 1-3 (2024-2027) Number of Dwellings**
Richmond	355

Brightwater	79
Māpua/Ruby Bay	68
Wakefield	82
Motueka	238
Total	**822**

Urban Environment	Medium Term Years 4-10 (2028-2034) Number of Dwellings
Richmond	1,027
Brightwater	211
Māpua/Ruby Bay	162
Wakefield	216
Motueka	535
Total	**2,151**

Urban Environment	Long Term Years 11-30 (2035-2054) Number of Dwellings
Richmond	2,480
Brightwater	681
Māpua/Ruby Bay	404
Wakefield	659
Motueka	1,257
Total	**5,481**

REASONS:

Council has a statutory obligation to provide for growth in its urban environment. Strategic planning is undertaken regularly to ensure that opportunities and constraints to growth are evaluated and impacts on the natural environment are minimized.

Objective 5.1B

Towns have a diverse range of housing types, including medium-density housing and papakāinga, that achieve quality urban design outcomes.

REASONS

Quality medium density residential development can improve housing choice and have a number of environmental benefits including reduced greenhouse gas emissions from transport by reducing urban expansion, improved access to jobs, services and amenities and enabling the retention of highly productive land for horticulture. Council's housing and business assessments have indicated that its Māori population continues to grow and is projected to further increase, but that the proportion of applicants on the Ministry of Social Development's public housing register is significantly higher than the proportion of Tasman's population identifying as Māori. It is important for Tasman to have housing options that meet the needs of Māori residents.

Objective 5.1C

~~Council decisions on unanticipated or out of sequence plan change proposals for urban development are responsive, where those proposals would add significant development capacity and contribute to well-functioning urban environments.~~

Tasman's urban centres grow and develop in accordance with a planned built urban form that is well-functioning, supported by efficient and effective infrastructure services and a well-connected transport network, while remaining responsive to unanticipated or out of sequence private plan change proposals, where those proposals would supply significant development capacity.

REASONS

Council has planned strategically for future urban development in its FDS and annual implementation plans. Council has also adopted structure plans and masterplans for certain towns which provide further clarity on the scale and location of expected development. The FDS contains objectives for future urban development that were subject to a special consultative procedure. These have shaped Council's approach to growth and development, that seeks to achieve a planned built urban form that is well-functioning. While this strategic planning is in place, Objective 5.1C also gives effect to the NPS UD which also requires Council to be responsive to out of sequence or unanticipated plan change proposals for urban development, where those proposals would add significantly to development capacity. Council recognises that developers play a key role in providing for growth and there may be occasions when proposals not anticipated by the Council could provide significant capacity.

Objective 5.1

Avoidance of the loss through urban development, of the potential of land having high productive value to meet the needs of future generations.

REASONS:

Allocation of periurban land for urban expansion rather than for high value production activities is an irreversible community cost. Urban expansion should minimise the extent of encroachment onto land with such qualities unless there are significant community benefits.

Addresses Issues 5.1, 6.1; achieved by Policies 5.1, 6.1.

Objective 5.2

Avoidance, remedying or mitigation of the adverse effects arising from urban development locating or expanding in:

(i) hazard-prone areas; and

(ii) coastal areas; and

(iii) areas where the amenity standards of adjacent rural activities would not be accepted in an urban context; and

(iv) areas of natural character, outstanding natural features and landscapes, significant indigenous vegetation or fauna, or other heritage values; and

(v) Wetlands, lakes, rivers, and their margins.

REASONS:

Urban development can create adverse effects for individuals and communities when certain locations are chosen. These include risks from natural hazards, compromising the natural character of coastal areas, and boundary conflicts with adjacent intensive rural land uses. Such effects need to be avoided, remedied or mitigated to an appropriate degree.

Addresses Issues 5.2, 5.4, 5.5, 6.3; achieved by Policies 5.2, 5.4, 5.5, 6.3.
Related objectives are Objectives 9.6, 11.1.

Objective 5.3

Urban development that is consistent with the limited availability of water for all abstractive purposes.

REASONS:
Continued urban growth needs an adequate supply of water for residential and industrial purposes. But limits to water availability may require efficient use of water including conservation measures, alternative supplies, or restrictions on urban growth in order to sustain the supply.

Addresses Issues 5.3, 7.1; achieved by Policies 5.3, 7.2, 7.3, 7.5.

Objective 5.4

A safe and efficient urban transport system.

REASONS:
Both urban activities and road networks interact and can create problems of efficiency and safety, particularly in expansion of urban areas. Reliance on the roading network can use up space, extend urban areas and can overlook other ways of establishing a safe and efficient transport system. There is a need to ensure appropriate interactions between urban form and location and the transport system that services urban areas, including the role that public and active transport can play and the benefits of a range of transport modes.

Addresses Issues 5.6, 12.3; achieved by Policies 5.6, 5.7, 12.5.

Objective 5.5

Maintenance and enhancement of urban environmental quality, ~~including amenity values and the character of small towns~~ while recognising and allowing for amenity values of the urban and built form, in areas planned for intensification, to develop and change over time.

REASONS:

Amenities are sought by the community in all areas of the urban environment, including improvements to existing areas. ~~such as business areas. Enhancing the appearance and design of buildings and adjacent spaces, as well as avoiding, remedying or mitigating any adverse effects of their uses, are important in urban environmental quality~~ New urban development needs to provide for quality urban design but some urban development may detract from amenity values appreciated by some people but improve amenity values for others, including future generations, by providing increased and varied housing densities and types. The NPS UD recognises this and states that amenity values, are not of themselves an adverse effect.

Addresses Issues 5.7; achieved by Policy 5.7.

Objective 5.6

Avoidance, remedying or mitigation of the adverse effects of the form and location of urban development on efficient transmission and use of all forms of energy.

REASONS:
Urban areas are areas of human activity where energy transmission and use is concentrated and which place demands on the means of generating energy. The location and form of urban areas can have a significant effect on the cost of generating and transmitting energy and the efficiency of energy use in the community.

Addresses Issues 5.7, 12.2; achieved by Policies 5.1, 5.7, 12.2.

5.4 Urban Development Policies and Methods

Policy 5.1A

Council will provide sufficient residential and business land capacity meet expected demand in its urban environment, using spatial planning tools that seek to achieve the following overall:

(i) An urban form that supports reductions in greenhouse gas emissions by integrating land use and transport;
(ii) Consolidation and intensification of existing main commercial centres;
(iii) Main commercial centres are supported by a network of smaller centres;
(iv) New housing is focused in areas where people have good access to jobs, services and amenities by public and active transport and in locations where people want to live;
(v) A range of housing choices are provided that meet different needs of the community, including papakāinga and smaller, more affordable options;
(vi) New infrastructure is planned, funded and delivered efficiently to integrate with growth, and existing infrastructure is used efficiently;
(vii) Sufficient public open space, reserves and other community facilities
(viii) Impacts on the natural environment are minimised and opportunities for restoration are realised;
(ix) Tasman is resilient to and can adapt to the likely future effects of climate change;
(x) Tasman is resilient to the risk of natural hazards;
(xi) Highly productive land is prioritised for primary production; and
(xii) All change helps to revive and enhance the mauri of te Taiao.

EXPLANATION AND REASONS:

Council has a statutory obligation to provide for growth within its urban environment, but it plans to do this while ensuring that important environmental and cultural values are protected. The objectives of policy 5.1 were developed during preparation of the FDS, consulting the community, iwi, stakeholders and the elected members. They reflect how Council wants to provide for growth in the urban environment, taking into account relevant directions in national policy documents.

METHODS OF IMPLEMENTATION

(i) Future Development Strategy Annual Implementation Plan
(ii) Three yearly Housing and Business Assessment
(iii) Annual NPS UD Monitoring report
(iv) Council's growth model and Long Term Plans
(v) Changes to the Tasman Resource Management Plan
(vi) Annual monitoring of net gain of dwellings from brownfield intensification
(vii) Outline Spatial Plans and other spatial planning tools

ANTICPATED ENVIRONMENTAL RESULTS

(i) Reduced expansion of new urban zoning onto highly productive land
(ii) Increased numbers of dwellings provided by intensification in the urban environment

PERFORMANCE MONITORING INDICATORS

Conclusions of:

(i) FDS Annual implementation plan
(ii) NPS UD annual monitoring report
(iii) NPS UD three yearly housing and business assessments

Policy 5.1B

Within the Tasman part of the Nelson Tasman Tier 2 urban environment (comprising the towns of Richmond, Brightwater, Wakefield, Māpua, Motueka), the scale and location of new urban development shall be consistent with already zoned land or the Future Development Strategy or adopted masterplans or structure plans. New residential and business development shall be managed by Council in accordance with the sequencing set out in the latest FDS annual implementation plan, integrated with infrastructure planning and funding decisions.
Where unanticipated or out of sequence urban development is proposed in the Tasman urban environment via a plan change, Council will have particular regard to the proposed development capacity where the following unranked criteria are met and therefore the urban development proposal may be considered 'significant':

(i) The extent to which the scale and location of the proposed development would contribute to a well-functioning urban environment and the efficient use of land; and
(ii) Whether the proposals contain highly productive land, unless it is required to provide sufficient development capacity to meet expected demand, there are no other reasonably practicable and feasible options and the environmental, social, cultural and economic benefits outweigh the long term environmental, social, cultural and economic costs; and
(iii) The proposal is well-connected along a range of transport mode corridors, or would be large enough to support a range of transport modes in the future; and
(iv) Whether the development provides quality urban design outcomes and
(v) Adequate new infrastructure is planned and funded by the developer and delivered to integrate with committed infrastructure investments by local or central government (including crown entities and agencies); and
(vi) The scale of the development is large enough to make a significant contribution to identified demand and/or a shortfall of the type of housing or business floorspace identified in Council's latest Housing and Business Assessment or NPS UD annual monitoring report; the proposal would not lead to a capacity shortfall in another urban land use as a consequence; as such the proposal may be considered to significantly add to development capacity; and
(vii) The commercial centre of Richmond is consolidated and supported by a network of smaller towns and villages ; and
(viii) Adverse effects on the natural environment are minimised and opportunities for restoration are realised; and
(ix) the natural character of the coastal environment is preserved, maintained and enhanced and that natural character is protected from adverse effects of inappropriate subdivision, use, development; and
(x) The proposal does not adversely affect freshwater bodies including groundwater recharge and riparian function; and
(xi) The proposed development is resilient to natural hazards and likely current and future effects of climate change; and
(xii) Early engagement with Ngā Iwi demonstrates that the development does not adversely affect places of cultural heritage significance to Māori and preserves the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.

EXPLANATION AND REASONS

Policy 5.1B provides transparency by listing unranked criteria that Council would have particular regard to, where unanticipated or out of sequence urban development is proposed via a plan change. This pathway does not apply to resource consents. A proposal that meets the criteria could potentially add significantly to development capacity. Unanticipated or out of sequence urban development refers to proposals that are not on already zoned land or are inconsistent with the Future Development Strategy, adopted structure or master plans or site sequencing in the FDS annual implementation plan. Policy 5.1B implements policy 8 of the NPS UD. The criteria

above either implement the NPS UD or the FDS objectives, the latter of which have been through a special consultative procedure under the Local Government Act.

METHODS OF IMPLEMENTATION

Council will have particular regard to plan change proposals for urban development, where they provide significant development capacity and meet the criteria in policy 5.1B above.
Such proposals will be expected to provide an assessment against the criteria set out in policy 5.1B as potentially adding significantly to development capacity.
Policy 5.1B will need to be implemented continuously as and when relevant requests for plan changes are made.

PERFORMANCE MONITORING INDICATORS

Conclusions of:
(i) FDS Annual implementation plan
(ii) NPS UD annual monitoring report
(iii) NPS UD three yearly housing and business assessments
(iv) Outcomes of private plan changes for urban development.

POLICY 5.1C

Council will establish and maintain a hierarchy for existing commercial centres that provides a focus for retail, commercial, community and entertainment activities and that serves the social, cultural, economic and environmental needs of the community.

EXPLANATION AND REASONS:

A hierarchy of commercial centres provides structure and context to the role and function of the urban areas across the district (as well as within the largest towns) and associated network infrastructure services, particularly transport. It provides a clear framework within which public and private investment can be prioritised and made as well as providing a basis for the regeneration and intensification of activities.

Significant commercial development that may undermine existing Local Centres as compact, vibrant and focal points of commercial and community activity is not envisaged

Significant commercial development that may undermine the role and function of the Metro and Town centres as compact, vibrant and focal points of commercial and community activity is not envisaged.

METHODS OF IMPLEMENTATION

Provisions in the District Plan that:
- identify the spatial form of commercial centres through zoning on the planning maps
- policy and rule framework that supports the management of the different categories of commercial centres.

PERFORMANCE MONITORING INDICATORS

Town centre audits and health checks

Commercial development is occurring within commercial centres identified in the district plan and substantially in accordance with the policy and rule framework that supports the management of the different categories of commercial centre.

Policy 5.1

Except where necessary to achieve Policies 5.1A and 5.1B, Council will avoid the loss of land of high productive value in allowing for further urban development, while having regard to:

(i) the efficient use of resources including land, infrastructure, and energy;

(ii) the quality of the urban environment including:

(a) access to services;

(b) water and air quality;

(c) amenity values, while recognising amenity values of the urban and built form, in areas planned for intensification, develop and change over time.

(iii) The need to provide sufficient urban development capacity to meet expected demand within the urban environment, including a range of housing choices and there are no other reasonably practicable and feasible options.

EXPLANATION AND REASONS:

The main urban areas of Motueka, Richmond and Takaka as well as some smaller settlements are located on fertile plains that also have a favourable climate for biological production. Such land is a finite resource and urban development is encroaching onto it. High value production in the Tasman District is a major contributor to the national and regional economy and existing operations are likely to be displaced by continued urban development unless it is contained.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to ~~establish locational limits to urban areas~~ enable housing intensification in towns and enable the efficient use of land.

(ii) The Council will develop service provision plans and will provide for private contributions to services in the District Plan, to manage the rate and locational extent of utility services including roads, water supply, sewerage and stormwater extensions.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Urban intensification and efficient use of new development land.~~Foreclosure of the historical trend of urban encroachment on high quality lands.~~

(ii) ~~Urban infill~~ Housing intensification and consolidation and progressive rationalisation of utility service networks within defined urban areas.

PERFORMANCE MONITORING INDICATORS:

(i) Pattern of ~~urban~~ expansion and urban intensification over time in relation to:

(a) ~~historical urban boundaries~~ implementation of the Future Development Strategy; and

(b) area of high quality land not occupied by urban land uses.

Implements Objectives 5.1, 6.1, to address Issues 5.1, 6.1.
Related policies are Policies 5.4, 5.7, 12.2.

Policy 5.2

The Council will avoid locating new urban development in areas subject to natural hazards, except that extensions in areas that are so subject may be allowed provided adequate mitigation measures are undertaken.

EXPLANATION AND REASONS:

There are community benefits in avoiding or limiting human occupation of hazard-prone areas as both public and private assets may be put at risk through such occupation. In some situations it may be appropriate to allow individuals to occupy areas at risk provided that such risks may be mitigated to an adequate standard and that no significant public costs are likely to be incurred in cleanup after hazard events.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to:

(a) provide for urban activities away from areas subject to natural hazards, after investigating the nature and extent of natural hazard risks; and

(b) specify the requirements and standards for risk reduction in areas subject to natural hazards where development is or will be allowed.

(ii) The Council will provide to the public information on the nature and extent of natural hazard risks.

(iii) The Council will limit provision of publicly funded utility services in areas subject to natural hazards to an extent consistent with risk reduction measures that have been or will be carried out.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduction in likelihood of damage to private and community urban assets in the District.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of damage from hazard events affecting new urban areas.

Implements Objectives 5.2, 11.1, to address Issues 5.2, 8.1, 11.1, 11.2, 11.3, 11.4.
Related policies are Policies 8.1, 11.1, 11.2, 11.3, 11.4.

Policy 5.3

Council will allocate sufficient water for urban development that incorporates water conservation measures, consistent with the provision for other abstractive uses, while maintaining instream and life-support values of available water resources.

EXPLANATION AND REASONS:

The availability of fresh water is limited and urban supply uses compete with other productive uses of the water. It is necessary for community wellbeing to have adequate water for urban development~~, but sustainable management of available water may require limits to be placed on urban growth, unless more efficient use of urban water or alternative supplies raise such limits~~.

METHODS OF IMPLEMENTATION:

(i) The Council will develop allocation policies and rules in regional plans for water management for the Waimea catchment and the Motueka/Riwaka Plains and make decisions on resource consent

applications to establish water supply limits for urban and other abstractive uses, including irrigation, that incorporate requirements for efficient use of such supplies.

(ii) The Council will develop water supply service plans, including conservation measures, to address urban expansion requirements.

(iii) The Council will provide educational programmes to avoid wastage of water.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) ~~Urban e~~Expansion and urban intensification ~~consistent with enhanced water conservation measures~~ and sustainable supply of water for urban, irrigation and natural ecosystem needs.

PERFORMANCE MONITORING INDICATORS:

(i) Adverse effects of providing water supplies to new urban development on irrigation and other abstractive uses, and instream and life support values of relevant water resources.

Implements Objectives 5.3, 7.2, to address Issues 5.3, 7.1.
Related policies are Policies 7.2, 7.3, 7.4.

Policy 5.4

The Council will avoid, remedy or mitigate adverse effects across property boundaries, especially between urban and rural land use or development, including effects of:

(i) noise;

(ii) odour;

(iii) shelter-belts (microclimate and biological effects);

(iv) contaminant discharges;

(v) fire risk.

EXPLANATION AND REASONS:

A number of predominantly intensive rural land use activities may create adverse effects for adjacent residential or community activities on the urban fringe. Examples of these conflicts are shading from shelterbelts, agrichemical spray drift, offensive odours, noise and fire hazard from flammable vegetation. Certain urban activities in rural areas may also generate adverse boundary effects for adjacent properties. Emissions from the burning of wastes occur from both urban and rural activities. The Council seeks to manage the adverse effects where neighbour or community conflicts are likely.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in regional and district plans and make decisions on resource consent applications to:

(a) establish environmental performance standards for limiting the effects of agrichemical spray discharges, planted shelterbelts, noise, emissions from burning, offensive odours from stock farming and other significant cross-boundary effects; and

(b) require locational buffers between adjacent rural and urban activities or appropriate locations for specified urban activities within rural areas; and

(c) require where necessary, buffers around national parks, reserves, and land administered and held under the Conservation Act 1987 and listed in the First Schedule of that Act, and other areas of significant natural and heritage value, to mitigate adverse effects from activities on adjoining land; and

(d) have regard to existing rural activities and their standards of effects management in implementing (a), (b) and (c) above.

(ii) The Council will provide information on land management methods that avoid, remedy or mitigate adverse effects across property boundaries.

(iii) The Council will promote good practices in the carrying out of specified rural activities that may generate adverse effects across property boundaries for adjacent urban and rural areas.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduction in extent, incidence and severity of adverse cross-boundary effects of rural activities on adjacent urban communities, and urban activities in rural areas.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed and reported incidence of conflicts across periurban property boundaries.

Implements Objectives 5.2, 6.3, to address Issues 5.4, 6.4.
Related policies are Policy 6.2, 6.4.

Policy 5.5

The Council will protect the natural character of the coastal environment from adverse effects of further urban development, including effects on:

(a) natural features and landscapes, such as headlands, cliffs and the margins of estuaries;

(b) habitats such as estuaries and wetlands;

(c) ecosystems, especially those including rare or endangered species or communities;

(d) natural processes, such as spit formation;

(e) water and air quality;

having regard to the:

(i) rarity and representativeness;
(ii) vulnerability or resilience;
(iii) coherence and intactness;
(iv) interdependence; and
(v) scientific, cultural, historic or amenity value;

of such features, landscapes, habitats, ecosystems, processes and values.

EXPLANATION AND REASONS:

The Act requires the preservation of the coast's natural character and its protection from inappropriate development. Coastal land is a finite resource and an important tourism and recreation resource. There is a continuing demand for residential development on coastal land, but the appropriateness of new urban development must be carefully examined in relation to natural values.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to contain and manage the effects of any further urban development of coastal areas.

(ii) The Council will promote the protection of the natural values of the coast and require reserves to be set aside as necessary or negotiate with the land owners to purchase.

(iii) The Council will develop policies and rules in the Regional Coastal Plan and make decisions on resource consent applications to protect natural areas of foreshore or seabed consistent with provisions in its District Plan.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Protection of key areas of natural character adjacent to existing coastal settlement areas.

(ii) Containment of the extent of coastal settlements.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of further urban development adjacent to natural areas on the coast.

(ii) Extent of natural areas on the coast formally protected.

Implements Objectives 5.2, 9.6, to address Issues 5.5, 9.7.
Related policy is Policy 9.7.

Policy 5.6

Council will avoid, remedy, or mitigate the adverse effects of:

(i) urban development on the safe and efficient operation of land transport resources, including effects on:

(a) their accessibility;

(b) principal road corridors;

(c) alternative modes of transport; and

(ii) the provision and operation of the land transport system on:

(a) the amenity, convenience, health and safety of people in urban communities;

(b) the health of ecosystems; and

(c) the quality of air, water and soil resources.

EXPLANATION AND REASONS:

Urban development and its accompanying land transport network need to be co-ordinated to avoid, remedy or mitigate adverse effects on each other. Urban expansion may create adverse effects for land transport networks by reducing opportunities for efficient, accessible and safe use of roads, footpaths, walkways, or cycleways. It is also necessary to ensure that extensions to roading networks avoid or minimise interference with the safety and convenience of residential neighbourhoods.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications that provide for:

(a) appropriate location, form, and layout of urban expansion, including the establishment and retention of distinct edges to urban areas, particularly where there are principal land transport corridors;

(b) appropriate standards of design for roads, accessways, footpaths, walkways and cycleways;

(c) appropriate financial contributions from developers towards land transport services;

(d) evaluation of gains and losses where urban expansion or transport systems may affect natural features or ecosystems.

(ii) Council will provide for roading and other urban transport networks in a manner consistent with its Regional Land Transport Strategy, Regional Public Transport Plan and Walking and Cycling Strategy.

(iii) Council will investigate the scope for better provision for public passenger transport in and between urban areas.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Provision of safe, efficient and accessible networks for urban transport users in urban expansions or redevelopments.

(ii) Avoidance or mitigation of unsafe or inconvenient living environments in existing and new urban areas, arising from transport networks.

PERFORMANCE MONITORING INDICATORS:

(i) Reported satisfaction of urban residents with land transport network performance.

(ii) Surveyed changes in travel time, roadside noise, incidence of accidents in urban areas.

(iii) Changes in availability of a choice of urban transport modes.

(iv) Reduction in pollution from vehicle emissions.

Implements Objectives 5.4, 12.4, to address Issues 5.6, 12.3.
Related policy is Policy 12.5.

Policy 5.7

Council will seek to enhance urban environmental quality, having regard to:

(i) the design and appearance of buildings and spaces;

(ii) vegetation and open space;

(iii) heritage sites and values;

(iv) pedestrian facilities and traffic management;

(v) noise levels and air quality;

(vi) the relationship between the urban area and the values of its adjoining landscapes.

EXPLANATION AND REASONS:

The many generally small urban and rural centres in the District provide a choice of urban lifestyles and contain many urban features of amenity or heritage value, including community and other services as well as historic character. The Council seeks to protect and enhance urban amenities following urban upgrading or expansion, to maximise the attractions of towns for residential, business and tourist activity while at the same time maintaining the special and unique character of these communities and their environs. The Council also seeks to avoid, remedy or mitigate adverse effects on the physical qualities of towns, such as noise, air contamination, traffic and visual effects.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to require appropriate standards of environmental performance, amenity and network utility service provision, buildings and open spaces in urban development or redevelopment, including financial contributions to be made by developers.

(ii) Council will consider providing funds to help maintain heritage buildings and sites.

(iii) Council will provide material to promote recognition, protection and enhancement of the amenity and aesthetic values of the towns of the District.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Continued retention and enhancement of existing services and amenities in the District's small towns and main urban centres.

PERFORMANCE MONITORING INDICATORS:

(i) Extent of retention of existing businesses, heritage buildings, town populations.

(ii) Surveyed satisfaction of town residents with quality of amenities and services.

Implements Objective 5.5, to address Issue 5.7.
Related policy is Policy 12.5.

6.0 LAND RESOURCES

6.1 Introduction

Tasman District has an area of 966,500 hectares of land that does not include foreshore or seabed. Most of this area is hilly or mountainous; over 60 percent is land in the national conservation estate (conservation areas or national parks). In physiographic terms, the District consists of:

(i) mountains in the south, west and east;

(ii) upland hills of Moutere Gravel between Motueka and Waimea Rivers;

(iii) lowland valleys and plains of the coastal margins of both Tasman and Golden Bays, including the Waimea, Moutere and Motueka Plains and the Takaka and Aorere River Plains.

Significant land use activities on rural land not in Crown ownership include pastoral farming, forestry and horticulture. Soils in the District are generally poorly fertile, leached hill soils, except for more fertile alluvial soils of the plains and valleys. Land of high productive value comprises approximately 5 percent of the District's land area.

In its simplest terms, the land resource of the District constitutes space for human activities, and contains productive soils and sites, minerals and natural habitats, and supports a variety of natural and modified physical and biological processes. The District's pattern of natural areas, human settlements, farms and forests constitutes an extremely valuable location and landscape for living, production and recreation by both residents and visitors.

The Act allows the Council to consider and address in the Tasman Regional Policy Statement, issues relating to:

(i) the effects of any use, development or protection of land which are of regional significance;

(ii) the control of land use for the purposes of soil conservation, water management, natural hazards or hazardous substances management.

Since the Council is both a regional council and a district council, matters of "regional significance" are identical to matters of "district significance". This allows many significant land resource management issues to be dealt with by the Tasman Regional Policy Statement, as well as by the Council's District and Regional Plans.

The Council's views on the meaning of significant issues are given in Section 1.3 on page 7 of the Tasman Regional Policy Statement.

The following is a summary of land resource issues addressed in this section of the Tasman Regional Policy Statement. Aspects of many of these issues are also water, river, contamination or hazards issues that are addressed in other sections of the Tasman Regional Policy Statement.

(i) There is limited land in the District of high quality or value for biological production. It is subject to increasing demand from a wide variety of competing land uses.

(ii) There is a need to manage the subdivision of rural land so that progressive fragmentation of land for biological production or other activities is an efficient and sustainable use of the land's production potential.

(iii) The District's areas of indigenous vegetation, including indigenous riparian vegetation, provide habitats for indigenous plants and animals and may contribute to soil conservation and water quality maintenance, and to natural landscapes in the District. These areas may have significant amenity, heritage and other cultural values. Their protection and enhancement is important but can conflict with the productive uses of such lands in private ownership.

(iv) Some effects of rural activities are potentially significant on adjacent rural land users or on the environment. Particular cross-boundary conflicts include the effects of shelter belts, agrichemical spray drift, noise from bird and hail control systems and offensive odours.

(v) Contaminant discharges from many rural activities have a potentially adverse cumulative effect on water quality for supply or life-support purposes, as well as on soil quality. While direct or point sources of contaminants can be readily identified and controlled, indirect or diffuse discharges are more difficult to identify or manage.

(vi) Significant reduction in surface water and groundwater availability can occur through plantings and growth of tall vegetation cover.

(vii) Soil erosion and resultant sedimentation in water bodies occurs naturally but can be accelerated or caused by soil or vegetation disturbance in farming, forestry, mining and urban earthworks activities. Soil damage or loss resulting from land disturbance activities may have significant adverse effects on downstream resources, properties or assets or on the long term productivity of the land.

(viii) There are significant animal and plant pests in the District. The risk of spread of bovine tuberculosis by possums in presently clean areas (for example, Golden Bay), and the control of TB infected possums in other areas (for example, Murchison) is a concern. Plant pests include Johnson Grass, Nassella Tussock, Old Man's Beard and other weeds, particularly in some areas.

(viii) The margins of waterbodies (riparian lands) provide access to the river, often have significant natural values and serve as a buffer between land use activities and river processes, for conservation, recreation and flood protection purposes. The Act requires margins to be managed, particularly for all these purposes, and often there may be conflicts between any of these values and use of riparian margins for stock or crop production, or mineral extraction.

(ix) Mineral resources are of economic importance in the region. Their accessibility may be affected by other land uses. Extraction and processing of minerals are likely to have adverse effects which need to be managed.

6.2 Land Resource Issues

Issue 6.1

SUSTAINING THE HIGH QUALITY LAND RESOURCE

Land has a number of natural and physical features which are in various combinations and conditions throughout the District.

These features include:

(i) type of soil;
(ii) soil's physical characteristics including soil depth, inherent fertility, structure;
(iii) drainage;
(iv) topography;
(v) climatic features:
(a) ground temperatures;
(b) sunshine hours;
(c) frost incidence and severity;
(vi) effects of nearby landforms;
(vii) naturally occurring soil moisture or water availability for irrigation.

These features contribute to the land's inherent or existing productive value. A very small proportion of the District's land resource can be described as having a high inherent productive value where its natural and physical features are such that they provide optimum conditions in the district for plant or animal production. Such lands may also be suited to a range of land uses that are not associated with plant or animal production, such as residential or urban uses. Other lands in the District may also have inherent productive value, but because they are limited in respect of any of the above natural or physical features, their productive value is not high although it may still be significant.

The history of settlement has meant that most service centres and arterial roads are located close to lands with high productive values. While this is a locational advantage for the productive use of these lands, it may continue the demand for non-productive activities such as urban expansion or large site residential uses.

The classification system for productive land in the Tasman District has assessed 5.4% of the area of the District as being versatile or very versatile. These areas are contained within current floodplains or low terraces adjacent to the Waimea, Moutere, Motueka, Riwaka, Takaka and Aorere rivers. This land has few limitations and is suited to a wide variety of primary productive or other high value activities including horticulture, stock or crop farming, plantation forestry or farm forestry, mineral extraction where minerals may be found, rural-residential, residential, other urban activities, recreation and amenity activities. Risks or limitations for these activities may include flooding risk and limited water availability. In most cases competing uses of this land are mutually exclusive and many activities may result in the irreversible loss or compromise of the area for productive purposes. This can arise through covering of soil by structures, roads, or damage to the soil by earthworks, or by the cumulative effects of land fragmentation where economic as well as physical availability of the land area is progressively restricted.

Where no Council action is taken, competing demands and limited availability of such land areas may force the value of the land to higher levels and pressure for intensive land use will develop. Demand for activities to be allowed on high quality land is likely to continue and intensify in the future. While the social benefits of productive activities may be similar to benefits from non-productive activities, the irreversible loss of the production values of this land will be a long term community cost.

Addressed by Objectives 5.1, 6.1 and Policies 5.1, 6.1.
Related issues are Issues 5.1, 6.2.

Issue 6.2

MANAGEMENT OF THE ADVERSE EFFECTS OF LAND FRAGMENTATION

Land fragmentation is the increase over time in the number of separately developed properties within any area. This arises through successive subdivisions of land to form new land parcels, and associated land development activities such as the establishment of buildings and roads.

Subdivision can be regarded as an event or decision that is a prerequisite to the carrying out of a range of land use activities. Because of this, the effects of rural subdivision and the effects of subsequent land use activities, including effects of changes to land use, can be considered together.

Rural land fragmentation may allow more intensive use of rural land, with more efficient use of some sites for soil-based production activities or other activities, with resulting economic and social benefits. However, there is a range of likely adverse effects of rural land fragmentation. These effects may result from a specific subdivision, or they may be cumulative in nature, particularly where subdivision brings about changes in land use activities or an increase in the intensity of land use over an area.

As land parcels become smaller in size and new buildings, roads and other utility services are established, a cumulative reduction in the range and scale of soil-based production opportunities is likely to result. The productivity of each new site may be maintained or even enhanced with management effort. However, because of:

(i) decreasing area available for production on each new site through increasing physical coverage of part of the area by structures or other areas unavailable for production activities; and

(ii) decreasing size of each new site, creating increasing limitations to realising the productive versatility of that site;

there is an irreversible cumulative reduction in the productive versatility of particular rural areas, or the District at large. This cumulative effect may not be significant in those rural areas of the District having modest or limited inherent versatility. However, the cumulative effect is significant in areas with high productive versatility. In such areas, growth in the number of small sites as separately developed properties, progressively reduces the opportunities for people to carry out a range of soil-based production activities.

There is a need to maintain a range of rural property sizes to allow for continued access to land for a range of productive land uses.

Key pressures for increasing land fragmentation are increased interest in rural "lifestyle" residential living, particularly in areas relatively close to urban settlements, and the economic incentive for existing rural property owners to subdivide their land.

Values of rural land other than its productive value may also be adversely affected by land fragmentation, and these values include:

(i) Natural ecosystem values, including the presence of remnant indigenous vegetation and habitats.

(ii) Visual landscape qualities such as open space, and other amenity values or rural lands.

(iii) The character of rural areas derived from such attributes as open space, and the density, scale, pattern and form of buildings, roads and utility structures, productive activity and absence of signs.

(iv) Historical and cultural heritage sites or areas.

(v) Natural hazard risks to development including flooding, slope instability and erosion.

(vi) Vulnerability of adjacent water bodies including streams and groundwater, to contamination from rural development activities.

As well, other adverse effects of land fragmentation include:

(i) Increased need for utility services, including road access or road upgrading, reticulated water supplies, and wastewater and stormwater disposal and improved urban facilities including recreation, community and commercial facilities. The provision of such services generates adverse traffic generation or other amenity affects and adverse effects on the land resource features or values listed above, or financial costs for the community where such services are not easily provided or able to be funded by the land subdivision or development itself;

(ii) Increased demand for water for domestic or production uses from surface water or groundwater that may not be sustainably available.

(iii) Increased likelihood and intensity of adverse cross-boundary effects such as shading, exposure to spray drift, noise and smells.

Continued intensification through successive rural subdivision and development may result in rural "infill" or urbanisation of rural land. In situations where the effects of extensions to existing urban areas, or creation of rural-residential (low density or large site residential) areas or new urban areas can be sustainably managed, these results may be appropriate and desirable.

However, in other situations, it can be difficult to identify the point at which cumulative adverse effects of rural land fragmentation may become significant, as individual subdivisions and developments may have limited adverse effects on their own. There is a need for Council to be cautious in managing such cumulative effects particularly when they are irreversible, and to identify, where possible, the thresholds for significant adverse effects on land resource features and values, other resources and the amenity values of rural areas.

There is inadequate knowledge of past trends in the fragmentation of productive land in the District, and there is a need to better understand these and likely future trends in the growth of rural properties, and cumulative effects on productive and other land resource values.

Addressed by Objectives 6.1, 6.3 and Policies 6.1, 6.2
Related issues are Issues 5.1, 6.1.

Issue 6.3

PROTECTION AND ENHANCEMENT OF SIGNIFICANT INDIGENOUS VEGETATION, PLANT AND ANIMAL HABITATS, AND NATURAL AND HERITAGE FEATURES IN THE DISTRICT

Indigenous vegetation in the District is largely restricted to public conservation lands. Areas of indigenous lowland forest and indigenous wetland vegetation, both freshwater and coastal, have been largely destroyed since European settlement. Remaining areas support habitats for wildlife and plant communities and many are considered to have significant natural biological and heritage values as sanctuary, buffer or remnant representative areas of indigenous ecosystems. Indigenous vegetation in some areas may also provide protection against erosion. Indigenous riparian vegetation also has significant value in supporting indigenous and exotic freshwater fish and other wildlife and has landscape and amenity values.

The Forests Act 1949 requires the harvesting and milling of all indigenous timber to be approved by the Minister of Forests under a sustainable forest management plan or permit. This requirement may protect the timber values of some forests but does not prevent the destruction or removal of forest for firewood or for conversion to other land uses. The sustainable forest management requirements of the Forests Act also make the removal of indigenous trees approved under that Act subject to authorisation under the Resource Management Act 1991.

The New Zealand Forests Accord is a voluntary agreement of major forest industry interests and conservation organisations signed in 1991 that may limit interest in indigenous forest clearance for new forest plantings.

Other areas of land, although modified, may be significant natural features, including mountains, karst and coastal landforms. Again, many of these areas are within public conservation lands. Land disturbance and plantations on steep or visually prominent lands may significantly detract from the area's visual or landscape value. Similar issues of conflict exist between land owner rights and the perceptual values of existing natural landscapes. There is also the potential for similar issues to occur with the utilisation of mineral deposits in the District.

The Forests Act 1949 provides for the milling of all indigenous forest or export of indigenous timber to be approved by the Ministry of Forestry under a sustainable forest management plan. This requirement may protect some forests but does not prevent the destruction or removal of forest for firewood or for conversion to other land uses. The New Zealand Forests Accord is a voluntary agreement of major forest industry interests and conservation organisations signed in 1991 that may limit interest in indigenous forest clearance for new forest plantings.

The District is richly endowed with historical, archaeological and other cultural heritage sites and areas. While such resources are protected under the Historic Places Act 1993, both natural processes and a variety of disturbances through land development may damage or destroy such sites. A range of methods may be needed to avoid, remedy or mitigate these risks.

Addressed by Objectives 6.2, 8.2, 8.4, 9.5, 9.6 and Policies 6.3, 7.4, 8.2.
Related issues are Issues 6.9, 7.2, 8.2, 9.6.

Issue 6.4

MANAGEMENT OF THE ADVERSE EFFECTS OF RURAL LAND USE ACTIVITIES ACROSS PROPERTY BOUNDARIES

There are some rural activities which will nearly always have undesirable physical effects associated with them that develop or extend across property boundaries. In many cases, the activity will be intimately linked to the land use, and while effects can be mitigated, there may still be some impact. For example, noise and smell from piggeries cannot be avoided completely. Conflicts may develop through adjacent land activities changing to result in specific adverse effects for one property owner in particular. There is a conflict between farms that use agrichemicals and properties, including organic farms, where people wish to avoid exposure to agrichemicals. Contaminant discharges arise from a variety of activities and include on-site effluent disposal, fertiliser use, dust and smoke. Such discharges can also cause undesirable effects across property boundaries.

An aspect of this issue is the potential intensification of conflicts through properties becoming owned by people who have limited awareness of or tolerance to such adverse effects, commonly as former town dwellers residing in rural areas as a lifestyle change. This suggests a heightened need for conflict resolution, rather than necessarily different standards for mitigating such effects.

The following are considered to be significant rural cross-boundary effects in the District:

1. Shelter Belts

Shelter belts are primarily established to provide protection from wind for sensitive crops. Most often shelter belts consist of tree species, particularly poplar, willow, casuarina, alders and eucalyptus, though mechanical structures (posts and shelter cloth) are not uncommon. The extent of shelter belts, particularly in the intensive horticultural areas of the Waimea Plains, Motueka and Golden Bay has markedly increased in relatively recent times. They ensure optimum conditions for the production of horticultural crops such as kiwifruit, apples and berryfruit. They are also useful in limiting or attenuating agrichemical spray drift from horticultural activities onto adjoining land. There are, however, several adverse effects on adjacent land users associated with tree shelter belts including:

(i) shading on adjoining horticultural crops and properties;
(ii) aggravating incidence of frost;
(iii) leaf fall on adjoining properties;
(iv) growth of roots into and branches over adjoining properties and consequent need for pruning;
(v) effect of some tree species on stock health in adjoining properties;
(vi) access difficulties for pruning by owner;
(vii) limiting visibility for motorists;
(viii) traffic hazards from icing on roads caused by shading from shelter belts.

Some of these adverse effects may also be created by plantation forests growing adjacent to certain other rural activities.

2. Spray Drift

Spraying agrichemicals to control unwanted fungi, insects and vegetation is a common and widespread activity in association with horticulture or land preparation for farming or forestry. There is, however, increasing concern about the use of sprays resulting in spray drift onto neighbouring properties. Particular concerns relate to residential properties, schools, organic properties and public areas such as roads.

3. Noise

Noise may arise from a variety of rural activities including use of machinery, tractors, aircraft, etc. Horticultural activities such as bird scaring and hail guns have a potentially significant effect on the environment through generation of loud noise at regular intervals. Both practices, particularly bird scarers, are becoming commonplace with horticultural development. Hail guns are relatively recent and both activities are becoming

very important in protecting high value crops. In some instances, they provide the only viable type of protection, especially when alternatives such as insurance are not reasonably available.

Mining, quarrying and land modification also have the potential to generate significant noise.

4. Odour

Some rural activities can result in offensive odours. Intensive pig farming can have considerable impact, as can some dairy farm activities. Good management through good practice, rules and guidelines can mitigate effects but not totally remove them.

Addressed by Objective 6.3 and Policies 6.2, 6.4.
Related issues are Issues 5.4, 6.2.

Issue 6.5

MANAGEMENT OF THE ADVERSE EFFECTS OF CONTAMINANTS ARISING FROM LAND USE ACTIVITIES, ON WATER AND SOIL QUALITY

Run-off from urban and rural land can become contaminated by bacteria, nutrients, sediment and chemicals. Run-off may affect surface water quality and in some areas, groundwater can also become contaminated through percolation of water from overlying land or recharge areas. The cumulative effect of such diffuse discharges can be significant. Both consumptive and instream uses of water may be adversely affected by degraded water quality. Soil quality may be affected by contamination by agrichemical residues.

Activities that may give rise to significant contaminant loads include effluent discharges from grazing stock, fertilizer application, agrichemical use, and land disturbance operations causing increased sedimentation. Management of riparian margins of water bodies may provide appropriate mitigation of such contaminant effects, but requires the support of landowners and may limit riparian land use opportunities.

Addressed by Objectives 6.3, 7.3, 9.6, 10.1, 10.2 and Policies 6.5, 9.7, 9.8, 10.1, 10.2, 10.3, 10.4, 10.5, 10.6, 10.8.
Related issues are Issues 7.2, 9.8, 10.1, 10.2, 10.3, 10.4, 10.5.

Issue 6.6

SOIL DAMAGE OR LOSS AND SEDIMENTATION ARISING FROM LAND USE IN FARMING, FORESTRY, MINERAL EXTRACTION OR CONSTRUCTION ACTIVITIES

A variety of soil or vegetation disturbance activities carried out for farming, plantation forestry, mineral extraction or other purposes may have the potential to cause or aggravate processes of structural damage or loss of soil. Soil erosion may significantly degrade productive values of land, and the resulting deposition of sediment in water bodies may have significant adverse effects on downstream water quality for supply or aquatic life-support purposes. Erosion may visually scar the landscape. Sedimentation may alter stream channel characteristics so as to lessen channel stability and aggravate flood risk in certain situations, causing damage to built assets or floodplain lands.

Particular terrains or types of land in the District are at greater risk than others from natural erosion rates, because of geological, topographic and geotechnical features. Disturbances of soil or vegetation can significantly aggravate that potential soil movement. Steep, weathered slopes of Separation Point Granite extending from Glenhope in the south, north-east to the Abel Tasman National Park on the western side of the Motueka River are high risk areas. Access tracks and associated earthworks are risky activities in this terrain.

In the karst systems of the marble and limestone areas of the District, rain will travel rapidly and vertically down into the underground drainage systems. Any exposure of soil in karst systems can result in rapid soil erosion and

sediment movement into the cave systems. The effects of sedimentation, in addition to loss of the soil resource, include:

(i) destruction of habitats of cave fauna;
(ii) increased flooding in upper caves as silt levels rise;
(iii) burial or destruction of bone deposits.

This deposited soil will subsequently be worked from the cave systems in later floods and affect quality in downstream water bodies.

Knowledge and acceptance of the significance of soil erosion and sedimentation is variable amongst land users, because many of the effects of disturbance activities develop off-site from individual properties or are cumulative in nature. Their adverse consequences may not be apparent for many years.

Soil damage may also occur through a range of land use activities, for example, soil structural damage through compaction by machinery or inappropriate cultivation techniques, soil loss through over-grazing or land use activities which may be unsustainable in the longer term because of soil nutrient or erosion limitations. Effects are often only on-site and may affect the life-supporting capacity of the soil. The current knowledge about the extent and nature of these effects in the District is limited. There is, however, some information about some land use practices which indicates methods of avoiding adverse effects on the soil resource.

Addressed by Objective 6.4 and Policy 6.5.
Related issues are Issues 7.2, 8.5, 9.7, 10.3.

Issue 6.7

MANAGEMENT OF SIGNIFICANT ANIMAL AND PLANT PEST PROBLEMS

The District is at risk in a variety of ways from a range of animal pests. In particular, the spread of tuberculosis infected possums and other potential carriers of the disease from areas of indigenous vegetation into farm lands, creates the risk of stock disease and significant economic loss. In addition, possums cause potentially significant damage to native vegetation, largely in conservation areas, with adverse effects on wildlife and other conservation values. Other animal pests include the two species of introduced wasp, where severe infestations in indigenous forests cause significant adverse effects on indigenous wildlife through their competition for food sources. Wasps are also a nuisance risk in settled areas.

A variety of plant pests or noxious plants have been identified and control programmes have been long standing, with eradication possible for some species. Old Man's Beard in particular is a climber that suffocates host vegetation and has infested riparian vegetation and indigenous cover in many areas of the District, particularly along the Motueka and Waimea Rivers and tributaries. Limited growth of Johnson grass has been discovered near Motueka recently. Nassella Tussock is also present in the District.

New opportunities exist under the Biosecurity Act 1993 to reassess the nature and significance of local pest problems, and in consultation with land owners and interested agencies, formulate strategies for their effective management, in conjunction with the resolution of appropriate funding arrangements.

Addressed by Objective 6.5 and Policy 6.6.

Issue 6.8

RIPARIAN LAND MANAGEMENT

Riparian land is land adjacent to river banks and so is affected by river processes including channel movement, flooding, and water and sediment movement into, down and out of rivers. Plant and animal communities on

riparian lands are similarly affected by river processes and so riverine ecosystems include the interactions between the river and riparian land, plants and animals.

Riparian lands have a wide range of uses or values, each requiring consideration or protection in relation to activities with adverse effects on these lands or associated river resources.

Riparian land management involves the following issues:

Maintenance of Channel Stability and Mitigation of Flood Damage

River banks and riparian land limit the movement of floodwaters onto floodplain lands and help in maintaining a stable, efficient river channel. Banks and riparian (berm) lands need adequate protection of their surfaces where erosive forces of floodwaters may be great, either through rock protection or appropriate plantings. Such measures can help in avoiding damage to fences or crops on adjacent rural lands. However, too much riparian tree growth, especially of crack willow, can prevent efficient passage of floodwaters. In situations where riparian land functions as a floodway (land that contains flood flows), whether or not structures such as stopbanks are present, then urban activities, structures and intensive plantings need to be limited to avoid damage.

Contamination of River Waters

Land disturbances for forestry, farming, mineral extraction or other purposes can cause or aggravate the movement of sediment or debris into adjacent rivers or streams. Other land uses including septic tank use, land disposal of wastes and farming practices such as stocking, cultivation, treated effluent discharges, and application of a range of agrichemicals, including fertilisers, can result in the movement of sediment, chemical, nutrient and microbial contaminants across riparian margins and into streams or rivers. This may result in degraded water quality for fisheries, wildlife, water supply, recreational and cultural interests in river waters.

Sediment, chemical and biological contamination from these diffuse sources can be limited by managing the vegetation cover of riparian margins as well as by land use practices. Awareness and acceptance of the role of riparian vegetation and land use in limiting such contamination is variable among landowners and managers of land development operations. There are riparian land use opportunities that may be foregone as well as created by establishing or maintaining appropriately vegetated riparian margins.
A further aspect of this issue is the adverse effects of unauthorised dumping of refuse on riparian land by people who have a disregard for the values of the riverine environment and its public enjoyment.

Protection of Plant and Animal Habitats

Many riparian margins in association with adjacent rivers or streams, support significant indigenous plant and animal habitats, as well as habitats for exotic fish and waterfowl. Retention of undisturbed indigenous plant cover can enhance the riverine environment by providing shade, water temperature control and food for freshwater life. Again, issues arise in addressing where and how protection measures might be encouraged or required, and the opportunity costs of such approaches.

Open Space Recreation and Access

Many riparian margins are important as areas for public open space recreation because of their proximity to certain rivers with associated recreational values. Management of land uses on such lands may involve public ownership or at least access, limiting productive activities or structures, or establishing plantings or public facilities.

Plant and Animal Pests

Where riparian lands are kept in an undisturbed or non-productive state, they may harbour harmful animals or plants such as rabbits, possums, Old Man's Beard, gorse or broom. Such pests may require physical control or eradication as a consequence of using riparian land in those ways.

Cultural and Aesthetic Values

The natural character of undisturbed or pleasantly modified riparian settings, whether in public or private ownership, may have great visual or riverscape values and aesthetic or cultural benefits to the public. The management of riparian environments for these values may involve public control or management considerations over areas of privately owned land with issues similar to those outlined above.

Knowledge of Riparian Values and Management Issues

The Council is able to provide for public ownership or access to key riparian areas as well as manage the adverse effects of a range of activities to maintain or enhance the many public uses or values of riparian lands. However, current knowledge in the District is severely limited concerning:

(i) the location and status of significant riparian lands for flood mitigation, contaminant management, conservation of natural habitats and features, and public recreation and access purposes;

(ii) the relationship between these lands and the current stock of riparian reserves (including esplanade reserves) and other riparian protected areas;

(iii) key riparian management concerns or issues associated with the above; and

(iv) appropriate local solutions or methods to address such issues.

Information on the above matters is scattered, incomplete, of variable quality and may not be in a form suitable for decision-making. Before appropriate approaches may be fully developed for riparian land management, there is a need to collect and evaluate information on riparian uses and values and management issues and options throughout the District.

Addressed by Objective 6.6 and Policy 6.3.
Related issues are Issues 6.3, 6.6, 7.2, 7.4, 8.1, 8.2, 10.3.

Issue 6.9

ACCESSIBILITY OF MINERAL RESOURCES

Minerals are natural, physical resources present in the District. They are locationally fixed and non-renewable, and if they are to be extracted or protected, they must be extracted (and often processed) or protected where they occur. Minerals do not exist in isolation from other resources; they may underlie outstanding landscapes, significant ecosystems, or land of high productive value.

Unlike biological resources, minerals are not likely to be damaged or destroyed by other land use activities. The principal effect of other activities on minerals is on access to them.

While the physical constraint of landform influences the accessibility of minerals, accessibility is also affected by other constraints, such as land tenure; resource management and mining legislation; management plans and strategies prepared under other legislation; environmental standards for extraction and processing activities; land value, road access, and extraction and transport costs.

Addressed by Objective 6.7 and Policy 6.2.
Related issues are Issues 6.1, 6.2, 6.3, 6.4, 6.5, 6.6.

6.3 Land Resource Objectives

Objective 6.1

Avoidance of the loss of the potential for land of productive value to meet the needs of future generations, particularly land with high productive values.

REASONS:
The production of stock and crops relies on soil and other site qualities of land, and provides significant economic support to both rural and urban communities. High quality lands are a valuable, scarce and finite resource. The irreversible loss of productive values can arise through continued land fragmentation or conversion to non-productive land uses. This loss needs to be avoided or limited.

Addresses Issues 5.1, 6.1; achieved by Policies 5.1, 6.1, 6.2.
Related objective is Objective 5.1.

Objective 6.2

Maintenance and enhancement of significant areas of indigenous vegetation, significant riparian lands, significant habitats of indigenous fauna, and significant natural, landscape, and historic features of lands.

REASONS:

Significant natural or conservation values of land contribute to natural ecological processes and provide a rich variety of scientific, heritage and amenity values. Historic resources also have heritage and amenity values. Many areas may be at risk from a variety of modifying influences in connection with land use and development. Significant values or areas need to be protected and in some circumstances, restored.

Addresses Issue 6.3; achieved by Policies 6.3, 9.6.
Related objectives are Objectives 6.7, 7.1, 8.2, 9.5, 9.6.

Objective 6.3

Avoidance, remedying, or mitigation of adverse cross-boundary effects of rural land uses on adjacent activities.

REASONS:
Some rural land uses may generate adverse effects for adjacent properties, including contaminant discharges, emissions of noise or odour, and shading. Such effects need to be managed to an appropriate degree.
Addresses Issues 5.4, 6.2, 6.4; achieved by Policies 6.2, 6.4.
Related objective is Objective 5.2.

Objective 6.4

Avoidance, remedying, or mitigation of soil loss or damage, sedimentation and other adverse effects of land uses.

REASONS:
Soil damage or loss, sediment contamination of water bodies and other adverse effects of soil or vegetation disturbance and other land use activities are significant risks to key natural resources that need to be managed through a variety of measures.

Addresses Issue 6.6; achieved by Policy 6.5.
Related objectives are Objectives 7.3, 8.2, 9.6, 10.2.

Objective 6.5

Avoidance or reduction in damage to natural ecosystems, amenity or productive values of land caused by animal or plant pests.

REASONS:
A variety of animals or plants may cause or contribute to adverse effects on the economic or ecological importance of land and associated biological resources in the District. These organisms need to be managed to avoid, remedy or mitigate such adverse effects.

Addresses Issue 6.7; achieved by Policy 6.6.

Objective 6.6

Maintenance and enhancement of flood mitigation, habitat conservation, water quality, recreational and public access values and opportunities of riparian lands.

REASONS:
Riparian margins of rivers and streams have an important range of flood mitigation, natural, recreational and other uses and values in association with adjacent rivers and streams. Public access to and along rivers is provided by riparian lands. It is important to allow opportunities to use or value riparian lands in all these ways, in addition to established productive uses of such lands.

Addresses Issues 6.3, 6.8; achieved by Policy 6.3.
Related objectives are Objectives 6.2, 7.1, 7.4, 8.1, 8.2.

Objective 6.7

Avoidance, remedying or mitigation of the adverse effect of land uses on the accessibility of mineral resources.

REASONS:
The use, development or protection of surface features of land may constrain access to mineral resources, although the constraint may be economic rather than physical obstruction or degradation of the mineral resource itself.

Addresses Issue 6.9, achieved by Policy 6.2.
Related objectives are Objectives 6.1, 6.3.

6.4 Land Resource Policies and Methods

Policy 6.1

Council will protect the inherent productive values of land from effects of activities which threaten those values, having particular regard to:

(i) the effects of land fragmentation on productive values; and

(ii) the protection of land with high inherent productive values; and

(iii) the protection of significant natural or heritage values; and

(iv) the availability of water to support productive values.

EXPLANATION AND REASONS:

The use of areas of land with productive value for activities that do not involve soil-based production (for example, increased coverage by structures and roads through residential or industrial uses) may irreversibly restrict the availability of such land for the use of its productive potential.

Rural land in the District that is not part of the national conservation estate, has a range of productive values for stocking, cropping and plantation activities. It also has value for residential and other uses, where because of the size, location or market value of the land holding, there is little incentive for productive uses to continue to be developed. Council wishes to ensure that continued productive uses of rural land result in an appropriate proportion of the area of the District remaining available for a range of productive activities on a sustainable basis. It wishes to ensure that the needs of future generations for the productive land resource will continue to be able to be met.

In particular, the land with high productive values also has high value for a range of non-productive uses (especially resource processing, industrial and residential uses) and there is considerable pressure in the District for further fragmentation of land with a high productive value, where fragmentation may allow non-productive activities to develop.

While seeking to protect the productive values of land, the Council also acknowledges that there may be productive land which has significant natural or historic values and which may need provision to be made for them.

METHODS OF IMPLEMENTATION:

(i) Council will develop policies and rules in the District Plan and make decisions on resource consent applications to:

(a) allow any activity on defined areas of land of high productive value that would not adversely affect the productive potential of the land, either by itself or through indicated cumulative effects;

(b) control the locational extent of activities that have the effect of reducing the availability of land for a range of productive purposes, to stated limits or in relation to specified areas;

(c) restrict or prohibit subdivision or use of lands with a high productive value where there is an actual or potential loss of availability of land areas resulting from such subdivision or use;

(d) where appropriate, require the amalgamation or holding in the same ownership of land title through subdivision or building consent decisions to encourage their availability for long term productive use;

(e) regulate subdivision and use of land with moderate productive quality where there is an actual or potential loss of the versatility and productivity of the land resulting from such subdivision or use; and

(f) allow subdivision or land use activities which do not rely on the productive potential of the land, on land which has little or no productive value, taking into account sustainability criteria.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Maintenance of the productive potential of land with high productive values in the District to acceptable standards of availability or access.

(ii) Continued availability of rural land for a range of productive purposes.

(iii) Heightened demand for non-productive activities on remaining rural lands.

(iv) Continued demand for rural subdivision below sustainable limits.

(v) Maintenance of significant natural or heritage values on productive lands.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed changes in use patterns of lands with high productive values.

(ii) Surveyed changes in areas or proportions of areas of land available for productive uses, incorporating monitoring of:

(a) numbers and sizes of land titles;
(b) measures of productive land availability within land titles or areas such as coverage, numbers of dwellings;
(c) actual uses of available productive areas;
(d) relative rural property values.

Implements Objective 6.1, to address Issue 6.1.
Related policies are Policies 5.1, 6.2.

Policy 6.2

The Council will ensure that subdivision and uses of land in the rural areas of the District avoid, remedy or mitigate adverse effects on:

(i) productivity and versatility of land, particularly in areas of high productive value; and

(ii) provision of services, including roading, access, water availability, wastewater treatment or disposal; and

(iii) amenity, natural and heritage values of sites, places or areas including landscape features such as karst terrain; and

(iv) accessibility of mineral resources; and

(v) socioeconomic viability of adjacent areas;

and that are not unnecessarily exposed to adverse effects from:

(a) adjacent land uses across property boundaries; and

(b) natural hazards.

EXPLANATION AND REASONS:

Council wishes to protect and maintain rural land for soil-based production activities. However, it recognises that a high demand exists for large-site residential development in rural areas, generally in close proximity to urban services, and with sufficient space and character for lifestyle choices. There is also a need for Council to ensure that other land uses including buildings, structures, plantings and land disturbance activities in the rural areas of the District avoid, remedy or mitigate adverse effects on visual amenity and heritage values. There are areas in the District where climate, soil type or topography may limit production options, but which may be desirable or appropriate for activities such as rural residential development provided the adverse effects of such development may be managed.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate and monitor:

(a) The nature, distribution and significance of inherent or existing features or values of land in the District, including productivity, versatility, ecosystem, water bodies and their margins, landscapes, open space, rural character and other amenity values, historical and cultural heritage sites or areas, and natural hazard risks.

(b) The nature and distribution of rural subdivision and land use activities and the resulting pattern of properties and developments such as dwellings, other buildings and roads.

(c) The range of actual or potential adverse effects, including cumulative effects, on productive, ecosystem, landscape, amenity and heritage values of land, and hazard and contamination risks, and of infrastructure provision, and on adjacent land uses across property boundaries; arising from land fragmentation.

(ii) The Council will develop technical approaches to assessing and reporting on the nature and significance of land fragmentation processes, effects and trends.

(iii) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to require rural subdivision and rural land use activities to avoid, remedy or mitigate adverse effects on productive values, particularly in areas with high productive values, and on ecosystem, landscape, character, amenity and heritage values, and hazard and contamination risks, of sites or areas.

(iv) The Council will promote rural subdivision and land use activities that avoid, remedy or mitigate adverse effects on productive, ecosystem, landscape, amenity, character, and heritage values, and hazard and contamination risks, by providing information and advice, and supporting voluntary codes of practice.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced conflicts from rural-residential development in inappropriate areas, particularly lands of high productive value, or lands adjacent to intensive rural activities.

(ii) Some cumulative loss of access to rural land for production activities.

(iii) Reduced adverse effects on amenity, natural or heritage values and features resulting from activities in the rural areas of the District.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed changes in areas of rural land, incorporating monitoring of:

(a) establishment of large-site residential activities;
(b) measures of availability of productive land elsewhere in the District;
(c) actual uses of rural-residential land;
(d) rural property values.

Implements Objectives 6.1, 6.2, 6.3, to address Issues 6.1, 6.2, 6.3, 6.4.
Related policies are Policies 6.1, 6.4.

Policy 6.3

The Council will:

(a) protect and enhance areas of significant indigenous vegetation, significant habitats of indigenous fauna, outstanding natural features and landscapes, and sites, areas, or features of heritage significance, and in determining significance of all such areas, habitats, landscapes, or features, the following criteria shall be applied:

(i) size of the area or feature; and

(ii) diversity of species and abundance of populations of indigenous flora and fauna; and

(iii) representativeness; and

(iv) rarity of any species of flora, fauna or of habitat type; and

(v) connectedness of habitat with other areas; and

(vi) intactness or condition of the area or feature; and

(vii) coherence, visibility, and vulnerability to change of any landscape; and

(viii) special scientific, cultural, historic, or amenity values of any site, area, or feature of heritage significance; and

(ix) recognised international, national or regional importance of any area or feature; and

in relation to all significant areas or features, the risk of adverse effects on their natural, landscape, or heritage values shall be relevant to achieving such protection; and

(b) protect and enhance the margins of wetlands, lakes and rivers for the purposes of:

(i) preserving the natural character of wetlands, lakes, rivers and their margins; and

(ii) maintaining and enhancing natural habitats, water quality and the natural functioning of the adjacent water body; and

(iii) maintaining and enhancing public access to or along the margin; and

(iv) enabling public recreational use of the margin; and

(v) maintaining channel stability and floodway efficiency of any adjacent river.

EXPLANATION AND REASONS:

Significant natural or historic values of land, including areas supporting communities of indigenous plants and animals, riparian areas, natural features and landscapes and historic sites, contribute to natural ecological processes and often have important conservation, heritage and amenity values. The Act obliges Council to provide for the preservation, protection or enhancement of significant and outstanding areas, riparian margins, habitats, features, or sites. The natural and historic resources on such areas are in private as well as public ownership and they may be at risk from destruction or modification through land use and development activities.

Riparian margins have an important range of uses and values in association with adjacent rivers and streams. Council is required to address the protection of key natural, recreational and access values of riparian land. Other management purposes of such land are also important, such as continued productive uses, and the Council needs to establish priorities for all uses of riparian land.

METHODS OF IMPLEMENTATION:

(i) The Council will in consultation with the Department of Conservation, landowners and interested community groups:

(a) investigate, monitor and generally collect information on natural and historic areas, features and values, and significant uses and values of riparian margins in the District; and

(b) assess the extent, location, significance and risks to such areas, features or values, and the options available for appropriate preservation, protection or enhancement; and

(c) establish relative priorities and sequences for the appropriate actions to secure or promote the preservation, protection or enhancement of natural and historic resources and riparian margins.

(ii) The Council will:

(a) advocate to landowners and appropriate public agencies, ways of protection or enhancement of existing or desired values, including appropriate land use practices, protective covenants, and management agreements; and

(b) provide or assist in providing financial incentives and other forms of assistance to landowners to allow or support the practical protection or enhancement of such areas, margins, features, or sites; and

(c) purchase or acquire such areas, margins, features, or sites for protective reservation, integrated with:

(i) the management of the current stock of open space reserves for natural habitat conservation, recreation or other public purposes; and
(ii) policies for esplanade provision and financial contributions in the Council's District Plan; and

(d) develop policies and rules in the District Plan and make decisions on resource consent applications, including the use of heritage orders, to require land use activities to avoid, remedy or mitigate damage or loss of:

(i) significant areas of indigenous plant and animal communities;

(ii) natural values associated with riparian margins;

(iii) outstanding natural features and landscapes, including significant geological features or sites;

(iv) historic resources, including archaeological sites and other sites of significance to Maori, and historic places of significance to European settlement of the District.

Such policies and rules should recognise the protection of indigenous forest afforded by sustainable forest management plans and permits under indigenous forest provisions of the Forests Act 1949.

(e) develop policies and rules in the District Plan and make decisions on resource consent applications that:

(i) provide for esplanade provisions and financial contributions for reserves upon subdivision or development in relation to riparian lands with high priority for natural habitat conservation, recreation or river access purposes; and

(ii) regulate activities on riparian land to avoid, remedy or mitigate adverse effects on those lands on adjacent rivers, lakes, streams or wetlands; and

(iii) require where necessary, buffers around national parks, reserves, and land administered and held under the Conservation Act 1987 and listed in the First Schedule of that Act, and other areas of significant natural and heritage value, to mitigate adverse effects from activities on adjoining land.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Increased protection or enhancement of areas, margins, features or sites with natural or historic significance or values, in accordance with priorities and commitments to effort.

PERFORMANCE MONITORING INDICATORS:

(i) Establishment of priority programmes of effort for methods of protection or enhancement as indicated in the policy.

(ii) Surveyed extent and quality of protection or enhancement of significant areas, margins, features or sites, set against established priorities or sequences for such actions.

Implements Objectives 5.2, 6.2, 6.7, to address Issues 6.3, 6.9.
Related policies are Policies 5.2, 7.4, 8.2, 9.6.

Policy 6.4

The Council will avoid, remedy or mitigate adverse effects of adjacent rural land use activities across property boundaries including effects of:

(i) noise;

(ii) odour;

(iii) contaminant discharges;

(iv) shelter belts;
(v) fire risk.

EXPLANATION AND REASONS:

A number of predominantly intensive rural land use activities may create adverse effects for other adjacent rural uses. Examples of these conflicts are shading from shelterbelts, agrichemical spray drift, offensive odours and noise from various devices. The Council seeks to manage the adverse effects where neighbour or community conflicts are likely.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in regional and district plans and make decisions on resource consent applications to:
(a) establish environmental performance standards, including containment, for avoiding, remedying or mitigating the effects of planted shelterbelts, pesticide spray drift, offensive odours and noise from devices; and
(b) require locational buffers between adjacent rural activities or appropriate locations for specified rural activities within rural areas.

(ii) The Council will provide information on appropriate land management methods and will promote good practice in the carrying out of specified rural activities that may generate adverse cross-boundary effects.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduction in extent, incident and severity of cross-boundary effects of adjacent rural activities.

PERFORMANCE MONITORING INDICATORS:

(i) Reported incidence of rural cross-boundary conflicts.

Implements Objective 6.3, to address Issue 6.2.
Related policies are Policies 5.4, 6.2.

Policy 6.5

The Council will avoid, remedy or mitigate soil damage or loss, sedimentation and other adverse effects of land use activities.

EXPLANATION AND REASONS:

A variety of soil or vegetation disturbance and other land use activities carried out for farming, plantation forestry, mineral extraction or other purposes may cause soil damage or loss, sedimentation in water bodies and associated risks for water and river resources. Management of erosion, damage and sedimentation effects of land use activities is important to sustain the quality and life-supporting capacity of soil, water and river resources.

METHODS OF IMPLEMENTATION:

(i) The Council will promote land management methods and practices that avoid, remedy or mitigate adverse erosion and sedimentation effects, by providing information and advice, supporting voluntary codes of practice for land disturbance operations, providing financial assistance for remedial works and considering recognition of approved operators in regulating land disturbances.

(ii) Council will develop policies and rules in regional and district plans and make decisions on resource consent applications that require land disturbance activities to avoid, remedy or mitigate any soil erosion or damage, sedimentation or other adverse effects or risks.

(iii) The Council will investigate and monitor effects and risks of soil erosion or damage and sedimentation arising from land use activities, and review methods of land disturbance and land use management where appropriate.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced risk of soil loss or damage, sedimentation, or other contamination of water, and damage to land and rivers arising from land disturbance activities.

(ii) Improved Council understanding of significance of land disturbance issues and of appropriate management methods.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed awareness and assessed competence of land users in land disturbance methods and practices.

(ii) Surveyed condition of lands and water bodies affected by land disturbances.

Implements Objective 6.4, to address Issue 6.6.
Related policies are Policies 6.3, 7.4, 8.2, 10.5.

POLICY 6.6

The Council will seek to avoid, remedy or mitigate the adverse effects of harmful animal or plant organisms on land and water resources, animals and plants and amenity values.

EXPLANATION AND REASONS:

There are current and future risks to land and water resources, ecosystems and amenities arising from the existence or spread of a variety of animals or plants, including their carriers. Bovine tuberculosis and possums are significant animal pests or carriers and a number of weeds such as Johnson grass and Old Man's Beard have adverse economic or conservation effects. The Council will continue to direct appropriate management efforts at harmful pest organisms.

METHODS OF IMPLEMENTATION:

(i) Council will investigate and assess the significance of pest problems in the District in consultation with landowners, government agencies and other interested parties.

(ii) Subject to any assessment made under Method (i) above, the Council will prepare by 1996 a Regional Pest Management Strategy under the Biosecurity Act, including funding arrangements, to address the cost-effective and appropriate management of significant animal and plant pests.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced adverse effects and risks from a variety of harmful animal and plant organisms.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed changes in extent or numbers of specified animal or plant pests.

Implements Objective 6.5, to address Issue 6.7.

7.0 FRESH WATER RESOURCES

7.1 Introduction

This section of the Tasman Regional Policy Statement deals with fresh water resources, and all references to water in the section are references to fresh water. Coastal water is addressed in the coastal environment section of the Tasman Regional Policy Statement.

Tasman District covers the following catchments:

1. WAIMEA

This comprises the Wairoa, Lee, Roding and Wai-iti rivers and the three aquifers of the Waimea Basin. The aquifers are used for irrigation, industrial and urban water supplies. The summer water resources of the Waimea catchment are fully allocated.

2. MOUTERE

The Moutere catchment and adjacent coastal catchments from Appleby to Lower Moutere have low summer flows, and many headwater streams are dry in summer. The three deep Moutere Gravel aquifers are used for orchard irrigation within the lower Moutere valley and along the coast, and the aquifers may extend into the Waimea Basin, Motueka Plains and south to Lake Rotoiti.

3. MOTUEKA/RIWAKA

The Motueka catchment includes the Motupiko, Tadmor, Wangapeka, Baton, Stanley Brook and Dove tributaries as well as the nationally recognised Mt Arthur karst cave system. The Motueka and Riwaka rivers contain important trout fisheries. Groundwaters from the Motueka/Riwaka Plains irrigate horticultural and agricultural crops and supply domestic users from many individual bores.

There is a Draft National Water Conservation Order for the Motueka River.

4. UPPER BULLER

The Buller catchment just upstream of Lyell is within Tasman District and includes the Matiri, Gowan, Matakitaki and Lower Maruia rivers, and Lakes Rotoiti and Rotoroa. Water use is low. Discharges occur from alluvial gold mining and dairy sheds. The Buller River has important instream values.

There is a Draft National Water Conservation Order for the Buller River.

5. TAKAKA

This includes the Cobb, Anatoki and Waingaro tributaries, and coastal rivers like the Pariwhakaoho and Onekaka north of Takaka. The Takaka valley contains the major marble and limestone karst aquifers associated with Pupu Springs. Cobb power station discharges water into the Cobb River. Main users of water are dairy farms, some horticultural irrigators, and the salmon farm at Waikoropupu (Pupu Springs).

6. AORERE

The Aorere is a major river flowing through a dairy farming valley. Further to the west of the Aorere, there are several catchments flowing to the West Coast including the Patarau and Anatori rivers.

Water has a number of consumptive uses where it may be taken from a water body for any purpose. In addition, water in rivers, streams, lakes and wetlands has instream uses and values, that rely on the retention of water in these water bodies.

Surface water quality in the District is generally high, particularly in the more remote upper catchment areas. Water quality tends to be lower during periods of low flow and flooding and is usually more degraded in the lower reaches of rivers.

Groundwater resources are mostly of a high quality except in some areas of the Waimea plains where elevated nitrate levels are being recorded. Localised areas of contamination may occur in association with some discharge activities.

Significant uses and values of water resources in the District are:

1. USE OF NATURAL RAINFALL FOR PLANT GROWTH

The District is endowed with generally adequate rainfall that naturally supports the growth of plants as pasture or crops (including trees) without the need for augmenting soil moisture by irrigation.

2. IRRIGATION

Spray and trickle irrigation of horticultural and agricultural crops is concentrated in the Waimea and Motueka/Riwaka Plains. Rapid development of apple orchards in the Moutere stimulated by the demand for larger sized fruit is mainly relying on water from the deep Moutere aquifers and dams. The upper Motueka area around Tapawera has been subject to recent expansion of irrigation demand.

3. PUBLIC WATER SUPPLY

Council's major reticulated supplies include the Waimea Delta supplying industrial needs and Mapua-Ruby Bay, Richmond's Lower Confined Aquifer wellfield, groundwater supplies for Hope-Brightwater,

Wakefield and Redwood Valley, the Eighty-Eight Valley scheme, the Dovedale scheme extending to Upper Moutere, and several small schemes in Motueka. Motueka is one of the largest towns in New Zealand without a reticulated water supply. Private schemes supply lower Moutere and communities along the margins of the Takaka Valley. Individual wells supply domestic users in Motueka, Takaka and many rural areas; stored rainwater is also a common source in rural areas.

4. INDUSTRY

Major industrial water users are dairy factories, timber milling and processing, fruit processing, meat works, and fish processing. Many are supplied from Council reticulation.

5. FARMING

Apart from irrigation, farm uses include dairy shed washdown, fruit packing (e.g. apple washing), crop and orchard spraying and stock water.

6. MINING

Alluvial gold mining occurs mainly in the Upper Buller, Wangapeka, Anatoki and Aorere catchments, with water usually pumped from rivers and streams.

7. DISCHARGES

Point discharges comprise direct discharges into water and onto land. Main sources are dairy sheds, industry (fish, vegetable, dairy, meat processing, wineries), treated sewerage and urban stormwater. There is a New Zealand-wide trend towards land disposal of waste, and higher standards of treatment prior to any direct discharge to surface waters. In addition, water bodies receive diffuse source discharges of sediment, nutrients, and agrichemical and microbial contaminants from land use practices of stocking, cropping, disturbances and agrichemical applications.

8. RECREATION

Water present in many rivers and streams throughout the District is used by the recreational public for visual appreciation, and activities such as swimming, canoeing, rafting and angling. The Motueka and Waimea Rivers and their main tributaries and the Upper Buller River, Aorere River and Lakes Rotoroa and Rotoiti are especially important for these uses.

9. FISHERIES

Waters of the main rivers in the District, particularly the Motueka and Riwaka Rivers, support brown trout, eel and whitebait fisheries. Other native fish also are present in the freshwaters of the District.

10. WILDLIFE VALUES

The District's rivers, lakes and wetlands provide valuable habitats for wildlife including both plant and animal communities. Some reaches of rivers, particularly the more remote less contaminated or less modified habitats can be significant in terms of habitats for threatened species including such bird species as Blue Duck, and waders such as Pied Stilt and Banded Dotterel. Many rivers also have significant native fish habitats.

11. MAORI TRADITIONAL VALUES AND INTRINSIC VALUES

Water bodies and the life they support have a high degree of significance for Maori for traditional spiritual reasons. The mauri or life-essence of rivers and lakes is a value sought to be protected, in addition to food gathering, and other customary values (e.g. wahi tapu in or adjacent to rivers). The intrinsic values of rivers and lakes, identified by many non-Maori, are of similar significance: these are values placed on the water bodies for their undisturbed existence.

12. ELECTRICITY GENERATION

There are a small number of hydro-electric schemes in the District. There is further potential for rivers to provide opportunities for hydroelectric generation.

The Act allows the Council to consider and address in the Tasman Regional Policy Statement, issues concerning the management of water, including its taking, use, damming or diversion, and the discharge of contaminants into water or where contaminants might find their way into water.

Water resource issues concern water availability for abstractive or consumptive uses or for maintaining instream uses or values, or water quality for a range of uses or values. Some issues concern both these aspects of water resources, such as tangata whenua or other cultural interests in water. Tangata whenua interests in water and other natural resources are addressed generally in Section 13 of the Tasman Regional Policy Statement.

The following summarises water resource issues addressed in this section of the Tasman Regional Policy Statement. Aspects of some of these issues are also land, river or contamination issues that are addressed in other sections of the Tasman Regional Policy Statement.
The issues are:

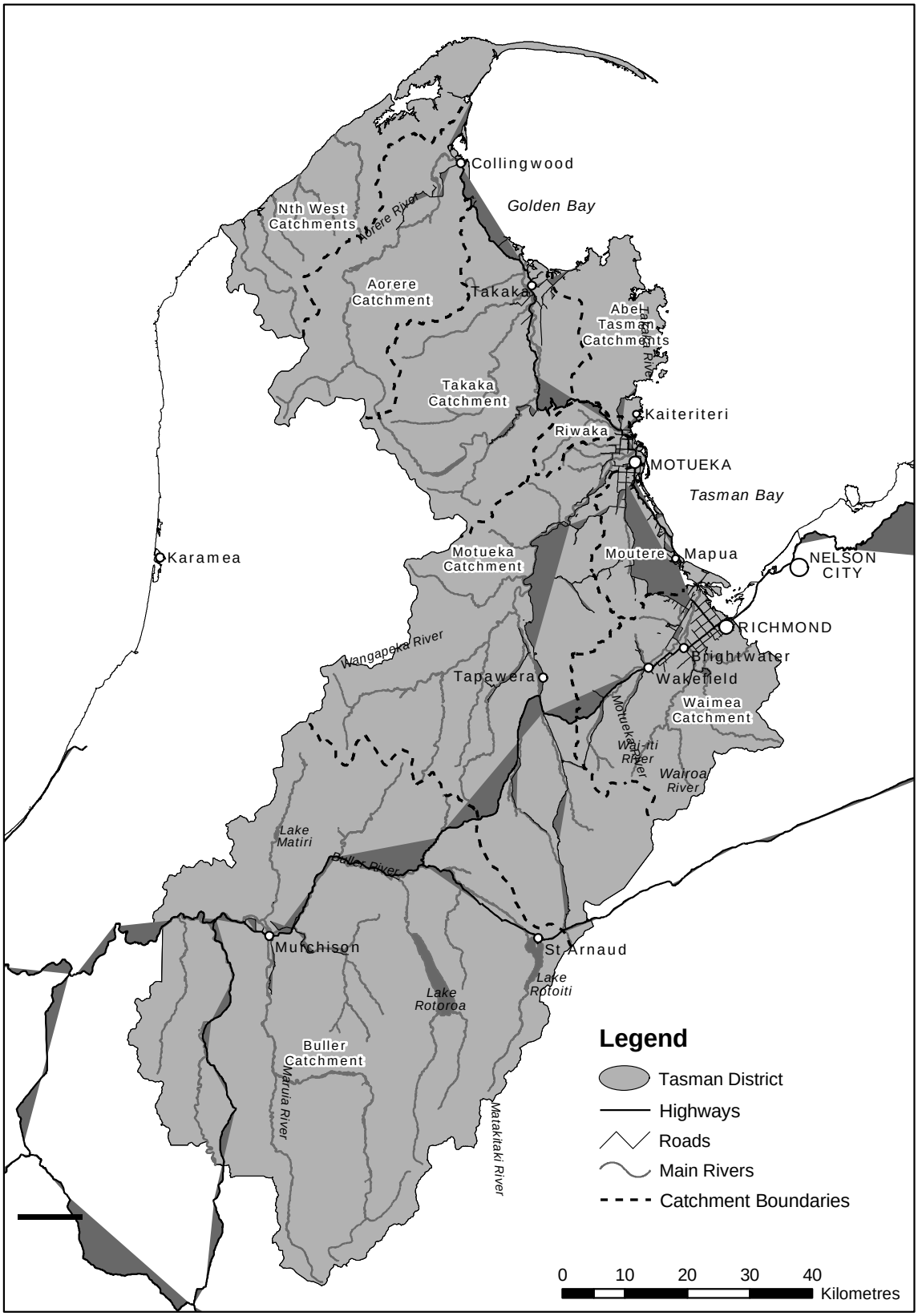
(i) water allocation, including sustainable allocation limits for water abstraction, enhancing available water by efficient water use or augmentation, administrative methods of allocation, and reservation of priority uses and values of water;

(ii) protection of natural, recreational and cultural values of water bodies.

(iii) contamination of water from point source or diffuse source discharges;

(iv) land use activities which may adversely affect water availability through irrigation demands or interception and loss of rainfall by vegetation.

Figure 7.1 - Map of River Catchments and Lakes of Tasman



District

7.2 Fresh Water Resource Issues

ISSUE 7.1

DETERMINING THE ALLOCATION OF AVAILABLE WATER

Fresh water is a seasonally changing natural resource. Often, demand for its use is greatest when it is least available from river, stream or aquifer sources. Parts of the District face significant water shortage and allocation problems. This and the important conservation values of many of our surface waters has stimulated an equally strong interest in protecting instream flows. The availability of water of adequate quality is probably the most important water resource issue in the District, and has a long history of resource management effort.

ESTABLISHING SUSTAINABLE WATER ALLOCATION LIMITS FOR ABSTRACTIVE USES

In promoting sustainable water management under the Act, the Council is responsible for establishing sustainable limits to the allocation of water for water abstractions. The Act requires that sustainable allocation of water allows for the needs of future generations, the life supporting capacity of the water and the avoiding remedying or mitigating of adverse effects on the environment. Sustainable allocation limits for water will allow for continued use for abstractive needs and for protection and enhancement of life supporting values of water. In relation to surface waters, these are usually described as instream values and uses, such as the maintenance of healthy freshwater life and associated recreational, cultural and aesthetic needs. Reduced flows can give rise to habitat loss, increased temperature and other adverse water quality effects. Investigations are needed to define flow needs of aquatic life, recreational and other instream interests. Ways of setting sustainable allocation limits for surface waters include minimum flow regimes and maximum allocatable volumes (or flow rates).

For groundwaters, potential adverse effects which may limit the sustainable use of the aquifers include reduced water yields because of excessive watertable drawdowns, seawater intrusion, excessive induced seepage from connected surface waters, and changes in groundwater recharge or quality because of land use practices. Again, investigations into groundwaters and associated hydrological systems are essential so that sustainable allocation limits can be established. Such limits for groundwater may be set by minimum water levels and associated pumping regimes, maximum allocatable volumes (or yield rates) and minimum bore spacings.

Limits may be set in conservative or precautionary terms or may be set in response to problems. The Council needs to determine how much investigation and monitoring is necessary to support the limits to be set, and at what precise thresholds limits should be set in order to sustain a water resource. Previous experiences in water allocation in the District have indicated the difficulties facing communities and the Council when over-allocation has caused local resources to go dry. This has resulted in problems in reducing authorised and actual usage to restore the resource to a more sustainable level of allocation.

ENHANCING THE AVAILABILITY OF WATER

As the sustainable allocation limits for water resources are approached, the need to enhance the available water becomes more critical. There are three possible responses to limited water availability:

(i) use the existing resource more efficiently; or

(ii) bring in more water from elsewhere (augmentation of the existing resource);

(iii) reduce or limit the demand for existing water resources.

There are several aspects to this issue. The first is how much effort to devote to each of these responses, and secondly, how to promote each course of action.

Methods of promoting efficient use of water include:

(i) provision of incentives or regulations to require on-site storage, and water-saving devices or arrangements such as reuse of wastewater;

(ii) regulations to require water meters and limit rates of abstraction for specified purposes based on assessed need;

(iii) promotion of efficient application or use technologies, for example, in irrigation of crops;

(iv) provision for transfer of water permits from person to person or from site to site to encourage high value uses of water to develop.

These methods apply to both physical and economic efficiencies of water use. Each has implications for individual choice in pursuing community benefits from greater water availability.

AUGMENTATION OPTIONS INCLUDE:

(i) discovery and development of new groundwater resources, for example, deep aquifers in the Waimea or Moutere areas;

(ii) water supply dams to retain excess flows;

(iii) intercatchment transfer of water available from other areas.

Augmentation is a relatively expensive response to water-short situations and may have investment risks and environmental effects that need to be limited or managed.

In practice, effort may be put into both encouraging or requiring efficient water uses, and into augmenting available water resources.

ALLOCATION METHODS

Methods of allocation of available water may attempt to achieve both a fair sharing of available water within sustainable limits, and efficient use of that water. Issues arise in that as water availability fluctuates seasonally and year by year, allocated quantities are never assured completely. A standard for security of supply needs to be chosen in allocating available water. Standards currently in use in parts of the District are one in ten year (or 10% probability) or one in twenty year (or 5% probability) drought (or low flow or level). Such standards may be used in low flow or level allocation arrangements such as rationing or rostering of usage. The choice of a standard for supply security will interact with decisions on sustainable limits of affected water bodies. Other low flow allocation methods include differential classes of permits reflecting either priority in time or different priorities for water takes for specified purposes.

Allocation that is limited by maximum rates of use based on assessed need should achieve both fair and efficient allocation results. What are appropriate maximum rates for irrigation, industry or other purposes is an issue.

Provision for transferable or tradeable water permits is one method for allowing users in addition to Council to decide on rates, locations or purposes of water use by the establishment of a market for water permits. The scope of such markets (transferable permit regimes) may be specified within a regional plan and allow transfer or trade of permits within areas of a water resource, and within established sustainable allocation limits. The transfer of permits from site to site and for any abstractive purpose within these limits may assist in generally encouraging efficient uses of water.

Issues in the use of this method of allocation include:

(i) information costs to define all necessary sustainable limits for water resources;

(ii) the administrative costs of setting up and operating a transferable regime, including enforcement costs, compared with a fully regulated allocation regime;

(iii) the fairness of possible outcomes of a permit market, including monopoly holding of permits in a particular area or for a particular purpose.

These issues may be overcome where there is sufficient resource information, water for abstraction is fully allocated and there is user support, thus allowing increased flexibility and efficiency of water use, potentially at no greater administrative cost than under complete regulatory allocation by Council.

ALLOCATION OF WATER FOR PRESENT OR FUTURE PRIORITY USES OR VALUES

The Act requires available water to be allocated on a priority in time basis, or "first come, first served", in the absence of allocation policies or rules. This is because water permit applications, once lodged, must be dealt with by Council. However, as part of the requirement for sustainable water management (as referred to in the previous section considering establishment of sustainable water allocation limits) the Act specifies certain nationally important natural and cultural values to be particularly provided for or had regard to. These include:

(i) preserving the natural character of wetlands, lakes and rivers and the protection of them from inappropriate development;

(ii) protecting outstanding natural features and significant habitats of indigenous fauna (for example, indigenous freshwater fish and wildlife);

(iii) intrinsic values of ecosystems;

(iv) maintenance and enhancement of amenity values and the quality of the environment;

(v) protecting the habitat of trout and salmon.

Provided sustainable allocation limits are either set or acknowledged in terms of the above requirements, then the Act leaves open the question of whether any uses or values may be reserved or preferentially allocated through policy-making under plans.

The Act exempts minor individual domestic or stock-watering needs or firefighting needs from having to obtain a water permit, provided there are no adverse effects on the environment, but otherwise creates no priority for these uses.

Setting sustainable allocation limits can be regarded as a method of reserving or protecting water for present and future instream or natural and cultural values. Significant water bodies in the District have been identified by interested organisations.

The Motueka River including its main tributaries, and the Upper Buller River tributaries and Lakes Rotoroa and Rotoiti are covered by two Draft Water Conservation Orders. There are also interests in these water bodies for water abstraction or hydroelectric power generation purposes.

Water allocation policies have reserved water for future residential, urban and irrigation supply needs in the Motueka/Riwaka plains, and for future urban needs in the Waimea Delta area.

ALLOCATION PROCEDURES

A number of issues may arise over the process of water allocation. Council may proceed to allocate on a case by case basis without guidance from policies. However, in a number of catchments there has been a lengthy history of water resource investigations and development of allocation policies specific to those areas. The preparation of water resource management policies and rules under regional plans is an expensive and time-consuming process, but offers the advantages of sound, strategic approaches to addressing water allocation issues.

Involvement of water users and interested groups and organisations in plan development ensures a critical consideration of allocation problems. Water user committees in particular provide important local advice on allocation issues and solutions, and can be given responsibilities in implementing policies and rules concerning water allocation, particularly in low flow periods.

Addressed by Objectives 5.3, 7.1, 7.2, 7.3, 8.2 and Policies 5.3, 7.1, 7.2, 7.3, 7.4, 7.5, 7.7, 7.8, 8.2.
Related issues are Issues 5.3, 7.2, 7.3, 7.4, 8.2.

ISSUE 7.2

PROTECTION OF NATURAL, RECREATIONAL AND CULTURAL VALUES OF WATER BODIES

Water bodies in the District, such as rivers, streams, lakes and wetlands, have natural, recreational or cultural features or values including natural character and instream values.

These values may be in addition to or in conflict with other values such as water supply, waste discharge or other water use values.

Other threats to such values of water bodies include land uses which may adversely affect natural character and amenity values of the water body.

Some water bodies such as wetlands have particular significance because of their limited number, extent and value as natural ecosystems. Remaining wetlands, particularly those adjacent to estuaries provide important habitats for a wide variety of flora and fauna. They may also have value in reducing contamination of water and in buffering river or stream flows. Threats to wetlands include drainage, infilling and contamination from adjacent land use activities, including sedimentation from land disturbance operations.

Karst water is important for its role in creating karst features, landforms and ecosystems. Karst waters and other groundwaters contribute to the character and quality of some surface and subsurface water bodies in the District.

Addressed by Objectives 6.6, 7.1 and Policies 6.3, 7.1, 7.2, 7.4, 7.5.
Related issues are Issues 6.3, 6.8, 7.1, 7.3.

ISSUE 7.3

SIGNIFICANT REDUCTION IN SURFACE WATER AND GROUNDWATER AVAILABILITY CAN OCCUR THROUGH THE ESTABLISHMENT OF TALL VEGETATION COVER OR THE GROWING OF CROPS REQUIRING IRRIGATION WATER

A catchment with a forest or tall vegetation cover, including scrub such as fern or gorse, will generally have a lower annual run-off than a similar catchment under a pasture cover. Evidence from experimental and research work in New Zealand and worldwide shows changes in water yield following vegetation changes are dominated by changes in the interception characteristics of the vegetation cover. That is, rainwater is intercepted by the foliage, evaporated back into the air and thus prevented from reaching the ground.

This process has important consequences for water resources: surface water yields may decline, and, if the catchment also recharges to groundwater, then groundwater yields may also decline. Both instream values and the opportunities for new or continuing abstractions for irrigation or other purposes may be adversely affected by such declines.

The Moutere Gravel terrain is the area of the District most susceptible to water yield reduction through increased tall vegetation cover. This is because of the impermeable Moutere clay and in the northern part of the area, its relatively low annual rainfall. The Moutere and minor coastal catchments, Redwood, Wai-iti and Dove catchments are the most susceptible. Both surface water and groundwater yields may be adversely affected. The Moutere Groundwater Recharge Area is particularly important to sustain the Moutere aquifers.

While there has been significant research into this effect in the District, there are still some uncertainties about aspects of the physical process of declining yields. These include the influence of the extent, type and density of tall vegetation, and the nature of the recharge mechanism. Further monitoring and investigations are needed to improve the understanding of the effect.

In addition to the reduction in available water by establishing tall vegetation, particularly plantation forestry in the susceptible catchments of the District, water taken for crop irrigation significantly affects levels or flows of surface water and groundwater in these same areas. The naturally low summer yield and summer takes for

irrigation, particularly in the Moutere and Wai-iti catchments, have resulted in frequent low or no summer flows, and low groundwater levels. Water has been historically over-allocated in these areas and there is now an inadequate security of supply for many water abstractors, as a result of low yields and rationing to protect both instream values and aquifer effects.

Conflicts have arisen between abstractors in the susceptible and water-short catchments, who have an interest in crop irrigation, and catchment land owners, who have an interest in plantation forestry. A concern is that further plantation forestry might adversely affect existing water availability, but also that as current water resources are limited anyway, water augmentation and efficient use (rather than forestry restriction) should be pursued. Upstream land owners have an expectation to use the rainfall that naturally falls on their land and that because water yield effects are a natural process, landowners should not be restricted in their opportunity to use land by establishing plantations. This is particularly felt when no irrigation is required for such tree crops. Downstream land owners who rely on a sustainable supply of irrigation water for their crops also expect that adverse effects on that supply will be dealt with.

Council views the issue as one requiring the appropriate management of the available water resource and for this reason methods to address the water reduction effects of water abstraction or of the establishment of tall vegetation, will include water augmentation, limitations on water abstraction and promotion of land uses which use available water efficiently. These methods may also include steps to avoid, remedy or mitigate the effects of tall vegetation on water yields, such as management of plantation forest activities and limitations on extent of forest cover.

Addressed by Objectives 7.2, 7.3 and Policies 6.6, 7.1, 7.3, 7.7
Related issue is Issue 7.1.

ISSUE 7.4

EFFECTS OF CONTAMINANT DISCHARGES ON WATER QUALITY

A range of contaminant discharges enter rivers, streams, lakes, wetlands and groundwaters from a variety of land-based sources. Discharges may be from discrete points (point-source discharges) or from many minor, scattered points over wide areas (diffuse source discharges). Both consumptive and instream uses of water may be adversely affected by degraded water quality, where the features or condition of water become unsuitable for any particular use or value. Particular contaminant sources which give rise to water quality issues are:

(i) high sediment loads entering rivers and lakes from storm and drainage waters; this is exacerbated by land disturbance during urban development, roading, riverbed, agriculture, horticulture and forestry activities;

(ii) chemical contaminants entering surface waters and groundwaters from urban and rural stormwater, industrial discharges, agrichemical sprays, leachates from dumps and other contaminated sites;

(iii) microbial contamination of surface waters and groundwaters from animal waste run-off, septic tanks, waste treatment discharges;

(iv) nutrient enrichment of surface waters and groundwaters from run-off of fertilisers, animal waste, leachate from silage pits, land application of waste, sewage systems, industrial effluents;

(v) poor natural water quality of streams and groundwaters because of chemical contaminants from country rocks of those areas.

This issue is more fully addressed in Section 10 of the Tasman Regional Policy Statement dealing with contamination and waste issues.

Addressed by Objectives 7.3, 9.6, 10.1, 10.2 and Policies 9.8, 10.1, 10.2, 10.3, 10.4, 10.5, 10.6, 10.7, 10.9.
Related issues are Issues 6.5, 6.6, 7.2, 9.7, 9.8, 10.1, 10.2, 10.3, 10.4, 10.5.

7.3 Fresh Water Resource Objectives

OBJECTIVE 7.1

Maintenance and enhancement of the natural and cultural values, including natural character, of fresh waters, including recreational, fisheries, wildlife and other instream values.

REASONS:

The District contains water bodies significantly valued for their natural or cultural features, and the Act requires the Council to provide for their protection in sustainable water management.

Addresses Issues 7.1, 7.2, 8.2; achieved by Policies 7.1, 7.2, 7.4, 8.2.
Related objectives are Objectives 6.2, 7.3, 8.2.

OBJECTIVE 7.2

Fair and efficient allocation of available water to abstractive users on a sustainable basis.

REASONS:

While water fluctuates in availability, allocation requires maintenance of life-support or instream needs before water is available for abstractive allocation. Available water needs to be made accessible to abstractive users on a continuing basis in ways that are both fair and efficient. Except where there is sufficient evidence of future public need for water, Council will allocate water on a first come, first served basis, within sustainable limits of allocation.

Addresses Issue 7.1; achieved by Policies 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.7, 7.8.
Related objective is Objective 7.1.

OBJECTIVE 7.3

Avoidance, remedying or mitigation of reductions in water availability for sustainable water uses, and the efficient use of such available water, arising from water or land uses.

REASONS:

Land and water use activities can affect water resources for a variety of values and uses. Vegetation changes, particularly the establishment of tall vegetation can intercept and remove rainfall that would otherwise contribute to stream flows or aquifer recharge. Reduction in available water by abstractive users can further adversely affect instream values, other water users and aquifer viability. There is a need to ensure that all abstracted water is used efficiently and avoids, remedies or mitigates such adverse effects on water resources. There is also a need to address the reduction in available water which may be caused by land use changes, particularly through establishment of tall vegetation by ensuring that such effects be avoided, remedied or mitigated to an appropriate degree.

Addresses Issue 7.3; achieved by Policies 7.1, 7.3, 7.7.
Related objective is Objective 7.2.

OBJECTIVE 7.4

Maintenance and enhancement of the quality of surface waters and groundwaters for all public uses and values.

REASONS:

Adequate quality of waters for a wide range of community purposes allows continuing benefits from using or valuing the resource.

Addresses Issues 6.5, 7.3, 9.8, 10.1, 10.2, 10.3, 10.4, 10.5; achieved by Policies 6.4, 6.5, 9.7, 10.1, 10.2, 10.3, 10.4, 10.5, 10.6, 10.7, 10.9.
Related objectives are Objectives 6.3, 9.7, 10.1, 10.2, 10.4.

7.4 Fresh Water Resource Policies and Methods

POLICY 7.1

The Council will adopt a cautious approach to setting sustainable limits to water allocation for abstractive purposes.

EXPLANATION AND REASONS:

The Council wishes to set constraints or limits on the abstractive use of available water before significant adverse effects or risks arise, rather than having to respond to problems after they are apparent. The cautious approach reflects the lack of complete understanding about water resource processes and effects of activities. Water allocation for abstractive purposes will be conservative where:

(i) there is insufficient knowledge to predict effects of water abstraction

(ii) it is not practicable to gather sufficient information to be able to accurately predict the impact of the effects of the abstraction.

Allocation of water may need to take into account the potential for reduced water yields following land use changes.

METHODS OF IMPLEMENTATION:

(i) The Council will undertake a programme of development of water management planning provisions for inclusion in the combined plan for all water resources under development pressure or requiring protection as follows:

Table 7.1

Catchment Area for Water Management Plan	Year Notified
Moutere	1992
Motueka/Riwaka Plains	1992
Takaka	1996
Waimea (part)	1996
Moutere review	1998
Motueka/Riwaka review	2000
Waimea review	2001

(ii) The Council will develop policies and rules in regional plans for water management and make decisions on resource consent applications to set and observe sustainable allocation limits for water abstraction.

(iii) The Council will continue to investigate and monitor surface and groundwater resources to improve its understanding of water resource sustainability issues and to provide a defensible basis for the timely setting of sustainable allocation limits for water abstraction.

(iv) Council will allocate water on a priority in time basis within the sustainable limits of available water except where water has been reserved for identified needs.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Avoidance or limiting of adverse effects on water users and natural or cultural values of water resources.

(ii) Efficient and sustainable decisions on water use proposals.

PERFORMANCE MONITORING INDICATORS:

(i) Changes to life-supporting capacity or instream values of water bodies as a result of water abstraction.

Implements Objectives 5.3, 7.1, 7.2, 7.3, 8.2, to address Issues 5.3, 7.1, 7.2, 7.3, 8.2.
Related policies are Policies 4.3, 5.3, 6.6, 7.2, 7.3, 7.5, 7.7, 8.2.

POLICY 7.2

The Council will set water allocation limits for abstractive purposes based on a defined standard of availability of water in drought periods, consistent with the instream and life-support values of the water.

EXPLANATION AND REASONS:

The Council will define the level or frequency of drought, with an associated likelihood of water availability, to set the allocation limit for abstraction from all significant surface water or groundwater resources. This limit must provide for the maintenance of instream or life-support values of the water resource, as required by the Act. These may be defined as water flows, levels, or quality standards or a combination. All water users then know the security of their supply of water during drought periods, where access to water may be restricted by rationing.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in regional plans and make decisions on resource consent pplications for water management that provide for defined standards of water availability or security of supply during drought periods, including thresholds for and rates of supply restrictions, in conjunction with resource maintenance requirements, as the bases for setting sustainable allocation limits.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Water abstraction within sustainable allocation limits.

(ii) Increased certainty among abstractive water users concerning security of supply, including arrangements for water restrictions, and maintenance of instream and life-support values.

PERFORMANCE MONITORING INDICATORS:

(i) Changes to life-supporting capacity or instream values of water bodies as a result of water abstraction.

Implements Objectives 7.1, 7.2, 8.2, to address Issues 7.1, 7.2, 8.2.
Related policies are Policies 7.1, 7.2, 7.4, 7.5, 7.6, 8.2.

POLICY 7.3

The Council will promote efficiency in water use.

EXPLANATION AND REASONS:

Water is a limited resource in the District of absolute economic and ecological significance. Enhancing its availability by measures to achieve efficient uses is an important way of sustaining the water resource.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate the provision of incentives for water storage or water conservation facilities, devices or arrangements.

(ii) Council will investigate and promote efficient water use including reuse of water and water conservation practices, particularly for domestic and irrigation purposes.

(iii) The Council will develop policies and rules in regional plans for water management and make decisions on resource consent applications to:

(a) establish appropriate maximum rates of water use for irrigation or other purposes, based on assessed need; and

(b) require on-site storage of surface water in appropriate situations; and

(c) require the installation of water meters to assure compliance with appropriate quantities or maximum rates of water use.

(iv) The Council will:

(a) investigate areas or situations in the District that may satisfy the requirements for the successful establishment of transferable water permit regimes (for example, management zones within the Waimea groundwater system); and

(b) consult with interested parties including water user committees over the introduction of any transferable water permit regime; and

(c) develop and notify appropriate policies and rules to establish a transferable water permit regime or regimes; and

(d) monitor and assess the effectiveness of such a regime or regimes in implementing the policy; and

(e) continue assessing the suitability of areas in the District for the establishment of such regimes.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Efficient uses of water within sustainable limits.

(ii) Fair access to available water for a wide range of public uses.

PERFORMANCE MONITORING INDICATORS:

(i) Changes in efficiencies of area or use-based water abstractions.

(ii) Extent and assessed performance of transferable water permit regimes.

Implements Objectives 5.3, 7.2, 7.3 to address Issues 5.3, 7.1, 7.2, 7.3.
Related policies are Policies 5.3, 7.1, 7.2, 7.7.

POLICY 7.4

The Council will:

(i) preserve the natural character of wetlands, rivers and lakes, and

(ii) protect and enhance or support the protection and enhancement of natural, recreational, cultural, intrinsic, and instream features and values of wetlands, rivers (including karst rivers), and lakes, in particular those that are of international, national, or regional significance;

and in determining significance of such water bodies for such values, the following criteria shall be applied:

(i) size of the water body; and

(ii) diversity of species and abundance of populations of indigenous flora and fauna supported by the water body; and

(iii) rarity of any species of flora or fauna, or of habitat type, associated with the water body; and

(iv) condition of the water body; and

(v) special scientific, recreational, cultural, or amenity values of the water body; and

(vi) recognised international, national, or regional importance of the water body; and

in relation to all significant wetlands, rivers, and lakes, the risk adverse effects on their natural, recreational, cultural, intrinsic or instream values shall be relevant to achieving such protection or enhancement.

EXPLANATION AND REASONS:

The waters of many of the District's rivers, lakes and wetlands have significant natural, recreational or cultural features, or instream values, such as fisheries, water-based recreation, wildlife habitat, or intrinsic values, and may be of traditional significance for the tangata whenua. These values are often in addition to productive values such as water supply or hydropower potential. The Act obliges Council to provide or have regard to the protection of instream values of water bodies of demonstrated significance. The Council will provide or support appropriate protection of water bodies that it is satisfied deserve this protection or reservation for these values.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate and monitor instream uses and values of water bodies and assess the significance of and risks to such values and methods of their necessary and appropriate protection or enhancement.

(ii) The Council will evaluate the significance of natural, recreational or cultural values for water bodies in the District, and including in particular the following:

(a) Motueka River and tributaries, including Wangapeka, Motupiko, Baton and Pearce Rivers and the marble aquifers of Mt Owen and Mt Arthur;

(b) Buller River and tributaries in Tasman District, including the Gowan, Mangles, Matakitaki, Maruia, Matiri, Owen, Glenroy, Tiraumea and Tutaki rivers and the Mt Owen marble aquifer;

(c) Riwaka River, including north and south branches and resurgences;

(d) Takaka River and tributaries, including limestone and marble aquifers and Waikoropupu Springs;

(e) Waimea, Wairoa, Lee, Roding and Lower Wai-iti rivers;

(f) lowland springs and rivers, including Pearl Creek, Neiman's Creek, Takakae Stream and Motupipi River;

(g) north-west rivers, lakes and wetlands, including Puponga, Mangarakau and Rakopi swamps, Lake Otuhie and Kaihoka Lakes and Wairoa, Patarau and Anatori rivers;

(h) waters of Abel Tasman National Park and the Onekaka, Wainui and Awaroa rivers.

(iii) The Council will declare as a future amendment to this policy those water bodies that it regards as worthy of appropriate protection for their outstanding or otherwise significant natural, recreational or cultural values or features.

(iv) The Council will develop policies and rules in regional plans or support provisions in any relevant water conservation order and make decisions on resource consent applications to protect such water bodies declared under Method (ii) above.

(v) The Council will promote practices in the use of water bodies, including their beds, by landowners, operators or the public that avoid, remedy, or mitigate adverse effects on intrinsic, recreational, cultural or instream values.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Appropriate degrees of protection of significant instream values of specified water bodies in the District.

PERFORMANCE MONITORING INDICATORS:

(i) Extent or degree of protection of specified water bodies, provided in water conservation orders or regional plans.

Implements Objectives 7.1, 7.2, 8.2, to address Issues 7.1, 7.2, 8.2.
Related policies are Policies 4.2, 7.1, 7.2, 8.2, 10.1.

POLICY 7.5

Except as provided for under Policy 7.4, the Council will only protect or reserve water for future uses or values where:

(i) there is sufficient evidence of a significant future public need for water; and

(ii) that need may be provided for without adverse effects on existing significant natural, recreational or cultural values and features of the relevant water body.

EXPLANATION AND REASONS:

The Council will provide or support appropriate protection of water bodies that it is satisfied deserve protection or reservation for their significant natural, recreational, or cultural features or values. The Council will otherwise reserve or allocate on a priority basis, waters for any defined public use or value, only where special circumstances such as identified community water supply needs make it appropriate to do so.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate and monitor instream uses and values of water bodies and assess the significance of and risks to such values and methods of their necessary and appropriate protection or enhancement.

(ii) The Council will consider developing policies and rules in regional plans to reserve or allocate for any specified public use or value, where there is evidence of a significant future public need for water, and that need may be provided for without adverse effects on existing significant natural, recreational or cultural values and features of the affected water body.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Appropriate degrees of protection of significant instream values of specified water bodies in the District.

(ii) Water available for significant future public uses or values.

PERFORMANCE MONITORING INDICATORS:

(i) Extent or degree of protection of specified water bodies, provided in water conservation orders or regional plans.

Implements Objectives 5.3, 7.1, 7.2, 8.2, to address Issues 5.3, 7.1, 7.2, 8.2.
Related policies are Policies 5.3, 7.1, 7.2, 7.4, 8.2.

POLICY 7.6

The Council will recognise the priority of minimum domestic, stockwater and firefighting needs in providing for water allocation for abstraction during drought periods.

EXPLANATION AND REASONS:

The Council wishes to see basic domestic, stockwater and firefighting needs maintained during drought periods, where other abstractive uses might adversely affect these needs.

METHODS OF IMPLEMENTATION:

(i) The Council will:

(a) develop policies and rules in regional plans for water management; and

(b) make decisions on resource consent applications; and

(c) issue water shortage directions during serious temporary shortages of water:

that provide for the retention of water for minimum domestic, stockwater or firefighting needs during restrictions on water abstraction.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Retention of a secure supply for minimum domestic, stockwater and firefighting needs during most drought periods.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of supply shortfall for minimum domestic, stockwater or firefighting needs, during drought periods.

Implements Objectives 7.2, to address Issue 7.1.
Related policies are Policies 7.1, 7.2, 7.3.

POLICY 7.7

Council will avoid, remedy or mitigate adverse effects on water availability of land use activities that involve:

(i) the first establishment of tall vegetation cover; or

(ii) growing crops that require irrigation water;

after accounting for:

(a) efficient and sustainable water use; and

(b) present and potential land use opportunities that may be limited by or may cause such effects; and

(c) people's interests in existing plantation forestry and in water abstraction for crop irrigation.

EXPLANATION AND REASONS:

The first planting and growth of tall vegetation cover, particularly plantation forestry, can reduce yields of surface water and recharge of groundwater through evaporation and loss of rainwater. In addition, the growing of crops that require water abstraction from water bodies for irrigation purposes can significantly affect water availability for instream and other abstractive needs. The Council wishes to manage the adverse effects of these two sets of activities. In managing these adverse effects, Council will take into account the need for water abstraction to be efficient and sustainable. Council will also take into account the future possible uses of land that either contribute to these adverse effects, such as plantation forestry, or that may be adversely affected by water

reduction, such as irrigated horticulture. Council will further account for existing interests in both plantation forestry and abstraction for crop irrigation.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate and monitor the adverse effects of tall vegetation cover on surface water and groundwater yields in Moutere Gravel areas of the District to improve its understanding of water reduction mechanisms, effects and the methods of avoiding, remedying or mitigating such effects.

(ii) The Council will develop policies and rules in the regional and district plans and make decisions on resource consent applications to require:

(a) the sustainable allocation and efficient use of water for irrigating crops; and

(b) the avoidance, remedying or mitigation of reductions in water availability for abstractive or instream purposes, arising from new plantation forestry.

(iii) The Council will investigate opportunities for water augmentation in consultation with land owners, abstractive water users and those who have interests in instream uses and values, in catchments at risk of reduced water yield following afforestation.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Improved understanding of adverse effects on surface water and groundwater resources of vegetation cover changes.

(ii) Efficient and sustainable use of irrigation water for growing crops.

(iii) Reduced future risks of water yield reduction arising from vegetation cover changes.

PERFORMANCE MONITORING INDICATORS:

(i) Changes in water use efficiency in areas where crops are irrigated, including use of augmentation measures.

(ii) Changes to land uses which avoid, remedy or mitigate adverse effects on water availability.

Implements Objective 7.3, to address Issue 7.3.
Related policies are Policies 7.1, 7.3.

POLICY 7.8

The Council will support the role of water user committees in the development and implementation of water management policy.

EXPLANATION AND REASONS:

The Council considers that representative committees of present and potential water users of local water resources, including dischargers of contaminants, provide an important and effective means of achieving sustainable water management policies and results that are understood and accepted by all those affected. Users includes those with interests in instream values of water bodies.

METHODS OF IMPLEMENTATION:

(i) The Council will promote the establishment and functioning of catchment-based water user committees, with representation from all abstractive users, dischargers of contaminants, and those who have interests in instream uses and values, to:

(a) advise the Council in the development and implementation of water management policies; and

(b) assist the Council in managing water usage during drought periods, including assistance with rationing or rostering arrangements; and

(c) assist the Council in implementing programmes of education and advocacy for good practice methods of water use; and

(d) assist the Council in the development of water classification standards.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Enhanced efficiency and effectiveness in the development and implementation of water management policies and methods, including enhanced local understanding and support for such policies and methods.

PERFORMANCE MONITORING INDICATORS:

(i) Reported degree of awareness and satisfaction by water users of Council policies and programmes for water management.

Implements Objective 7.2, to address Issue 7.1.
Related policy is Policy 13.3.

8.0 RIVER AND LAKE RESOURCES

8.1 Introduction

There are five main river systems in the District. The Waimea and Motueka Rivers drain into Tasman Bay and the Takaka and Aorere Rivers drain into Golden Bay. In the south of the District the Upper Buller River drains westward to the West Coast beyond the boundaries of the District. All of these rivers have significant tributaries. They all have significant recreational and natural values including recreational fisheries. As well, they are all potentially powerful, flood-producing rivers, posing risks in their lowest reaches to floodplain settlements. Floodplain modifications in the form of stopbanks, floodways and bank protection works have meant varying degrees of flood risk reduction from the historically unmodified situations. The waters of the Motueka, Waimea and Moutere Rivers are relied on for water supplies for a range of uses, particularly for irrigation. Gravel carried in the beds of the main rivers has been a significant source for aggregate supplies. And the potential energy of their water flows has been and continues to be regarded as a significant hydropower source.

There are two major natural lakes in the Tasman District - Lakes Rotoiti and Rotoroa -both of which are in the Nelson Lakes National Park. The manmade Cobb Reservoir is in the conservation estate on the boundary of Kahurangi National Park. These lakes have very valuable scenic and recreational values.

There are also innumerable small lakes and tarns in the ranges, some of which were constructed for the purposes of gold recovery. Most are in remote locations and have natural or landscape values.

The Act allows the Council to consider and address in the Tasman Regional Policy Statement, issues relating to activities and their effects in the beds of rivers, lakes and on lands adjacent to rivers (riparian lands) and lakes, for soil and water management or hazards mitigation purposes. River and lake bed activities may include installation of structures such as bridges or culverts; disturbances such as gravel extraction or channel modifications; and plantings. Avoiding, remedying or mitigating the effects of activities on riparian lands is an important part of both river, land and water management. As riparian margins are essentially a land resource, they have been addressed in Section 6.

The following is a summary of river and lake resource issues addressed in this section of the Tasman Regional Policy Statement. Aspects of many of these issues are also water, land, contamination or hazards issues that are addressed in other sections of the Tasman Regional Policy Statement.

(i) Physical processes including water flow and sediment movement have formed river channels and floodplains, and the shape or location of river channels may change over time. Floodplains, because of their productive alluvial soils are generally occupied and intensively used, and are often the location for transport and other services. Major changes to river channels can occur during a single flood event. Unless the efficiency and stability of river channels can be maintained, river dynamics will inevitably adversely affect uses of floodplain lands and of the river itself. In addition, the placement of structures in river beds may aggravate the adverse effects of flood flows, including channel erosion, inundation of adjacent areas and damage to the structures themselves.

(ii) The bed, banks and waters of rivers, streams and lakes provide an important habitat for fish, wildlife and plants, and an important natural environment for recreational and cultural enjoyment and a source of uncontaminated water. Riverine ecosystems, with the wide range of instream uses and values they support, need protection from adverse effects of disturbances, contamination, water abstraction and plant pests. Inadequate access to rivers and lakes for their enjoyment is a further aspect of this issue.

(iii) Some activities on the surface of the water can adversely affect others and may need to be controlled, and these include the use of jet boats and other craft.

(iii) Extraction of gravel may partially meet the aggregate needs of society and can decrease the risk of flooding. But this activity can also increase the cost of river protection, the likelihood of damage to structures (including bridges and stopbanks), and may adversely affect groundwater availability, public safety and the natural appearance of rivers.

8.2 River and Lake Resource Issues

Issue 8.1

River Channel management and flood mitigation

Control of river channels and management of floodplains is necessary if channel stability and efficiency in carrying floodwaters and sediment is to be maintained, and flooding of riparian lands is to be avoided or mitigated. Communities living near rivers have traditionally expected that river channels would remain in the same place, that the margins would be protected from erosion, and that riparian and floodplain lands would be protected from flooding to some adequate standard.

Activities such as disturbances or structures in or over the bed or the banks of rivers and streams may adversely affect these community aspirations, and require some active management. These include gravel extraction, bridges, buildings and tree plantings.

The physical control of rivers has only been practised in New Zealand since the arrival of Europeans. Immigrants found a geomorphologically young country and rivers which were still actively changing the landscape to a far greater degree than most they had been accustomed to dealing with in Britain. Their transport needs, their developing need to utilise nearly all available alluvial land for production and their concepts of individual land ownership all contributed to the wish to provide protection works to prevent erosion of river banks and riparian land, and to protect communities, transport networks and farming operations from floodwaters.

The earliest river management actions were channel and flood control works carried out by directly affected landowners but without any overall catchment planning. Since the 1940's, the efforts of the former Nelson Catchment Board and since 1989, the former Nelson-Marlborough Regional Council, in promoting catchment and river control schemes of works have made significant progress in achieving river channel and floodplain management objectives.

The Council now has these powers as part of its river management responsibilities.

The aims of works in river channels and on riparian lands are to:

(i) protect the channel from erosion and instability;

(ii) maintain efficient movement of flood waters and sediment down the channel; and

(iii) prevent or mitigate the effects of flooding.

The building of flood control structures on riparian lands to protect floodplain developments will provide protection to a certain level of risk. This means that works cannot control floods greater than their protection standard, and works can also fail, particularly if they are not maintained. As well, once control structures such as stopbanks are in place, floodplain communities may assume they are "safe" and continue to develop and intensify land uses. However, with sufficient capital expenditure, many floodplains can be physically protected from the maximum probable flood.

But works need to be designed in a comprehensive manner; if stopbanking systems are incomplete, floodwaters diverted from part of the system may end up damaging another part of the floodplain. Both the standard of protection of existing works, and the completeness of the system of control structures, need to be regularly reviewed by floodplain communities.

In addition to works to achieve protection of floodplains, Council has the option of providing information about flood risk so that floodplain dwellers can decide themselves whether they will invest in development. Council also has the option of regulating floodplain development to limit in the interests of the community as a whole, the type, extent and value of land developments that are at risk from floods. Furthermore, Council has the ongoing responsibility to avoid the protection works being adversely affected by major floods, or to limit or fix flood damage to protection works.

Schemes of works in river channels or on riparian lands may modify or damage habitats, alter the visual appearance of rivers, or even affect groundwater systems (for example, through lowering the level of beds). Such potentially adverse effects may conflict with the aims of channel and riparian (berm) modifications.

Addressed by Objectives 8.1, 11.1 and Policies 8.1, 11.1.
Related issue is Issue 11.1.

Issue 8.2

protection of riverine ecosystems and instream values

The main rivers and many of their tributaries in the District have significant recreational, fisheries, wildlife and other natural and cultural uses. Most headwaters of the main rivers drain protected natural areas. The Upper Buller River is the least modified catchment area. Maori attach a special significance to rivers and their natural qualities.

Use or disturbance of rivers, both of their waters, beds and banks, for example for gravel extraction, structures for hydro-electricity generation, water abstractions and contaminant discharges, may damage or destroy fisheries, wildlife or other natural values, through physical modification of the river channel and adverse effects on water flow or quality. Protective measures are needed to limit such effects of activities on the healthy functioning of the riverine ecosystem.

The Act gives the Council a major responsibility to protect riverine ecosystems from activities that may adversely affect their natural and cultural values.

Preserving the natural character of rivers and their margins, protecting them from inappropriate development, protecting significant habitats of plants and animals, enhancing amenity values and ecosystem health and managing water quality are all matters to be addressed.

Addressed by Objectives 7.1, 8.2 and Policies 7.1, 7.4, 8.2.
Related issues are Issues 6.3, 7.1.

Issue 8.3

ACTIVITIES ON THE SURFACE OF WATERS OF RIVERS AND LAKES

Activities on the surface of the water of rivers and lakes are boating, including jet, power, sailing, rowing, canoeing, rafting; as well as swimming, angling or passive enjoyment of the river/lake environment. Activities on the surface of the waters of rivers and lakes may conflict with other users of the river or lake and its environs. For example, a jetboat (or even a raft) may annoy a fisher. At the same time of course, the fisher may be annoying a swimmer and a swimmer may be annoying a canoeist. Issues arise as to how conflicts between river and lake users may be avoided or limited.

Movement of craft on rivers and lakes is regulated by the Maritime Safety Authority of New Zealand. Boat speeds on lakes and tidal and navigable rivers are limited to 5 knots relative to land within 200 metres of the shore or 30 metres of any other vessel, raft or person, but this speed limit can be uplifted on some rivers and lakes.

Many activities which can occur on the surface of the water may have commercial possibilities and commercial jetboats and rafts are now common in New Zealand. Rafting is unlikely to cause much upset to other river users but jetboats do tend to upset people if operated in an inappropriate and inconsiderate manner. If a number of commercial operators is present on the same reach of a river then there is the possibility that unsafe "competitive" practices will develop. In order to be successful and safe a commercial jetboat operation may require sole use of a reach of river, but for any river which is accessible by others it seems unlikely that such a limitation would be acceptable to the general public.

Addressed by Objective 8.3 and Policy 8.3.
Related issues are Issues 8.2, 9.2.

Issue 8.4

GRAVEL EXTRACTION FROM RIVERS

Gravel extraction from rivers has yielded an important supply of high quality aggregate for construction and other industrial purposes in the District. However, gravel extraction can have significant adverse effects on:

(i) the stability of river channels, including river banks, through the alteration or lowering of bed levels, with associated adverse effects on the integrity of river control structures, the stability of other structures in rivers, levels of aquifers or drainage networks connected with the river, and the supply of gravel and sand to the coast, with implications for coastal stability;

(ii) contamination of river water by sediment movement, with adverse effects on fisheries, and the generation of dust and noise from machinery;

(iii) disturbances of fisheries and wildlife, and modification or destruction of their habitats, as well as adverse effects on other natural, recreational or aesthetic values of the river;

(iv) safety risks to the public from the use of machinery or creation of hazards in river beds.

Gravel extraction is a particularly significant form of river bed disturbance. Its potentially adverse effects have connections with river channel management and riverine ecosystem protection issues.

Historically, many major rivers in the District have been mined for river gravel on an unsustainable basis, in that more gravel has been removed that has been naturally supplied, so causing or aggravating many of the adverse effects identified above. Issues arising from this situation are the need to limit river gravel extraction and encourage efficient use of aggregate from rivers as well as other high quality sources, such as hard rock quarry sources.

Addressed by Objectives 8.1, 8.2 and Policies 8.1, 8.2.
Related issues are Issues 6.6, 8.1.

8.3 River and Lake Resource Objectives

Objective 8.1

Maintenance of the stability and efficiency of rivers and floodway lands to carry floodwaters or sediment.

REASONS:

River channels and certain lands near rivers need to be able to carry flood flows without erosion, bed movement or other flood damage. Disturbances, structures or plantings in river beds or floodways must avoid, remedy or mitigate adverse effects on their ability to continue to pass floodwaters or sediment and on the stability of any structures associated with the river.

Addresses Issues 5.2, 8.1, 11.1; achieved by Policies 8.1, 11.1.
Related objectives are Objectives 5.2, 11.1.

Objective 8.2

Maintenance and enhancement of natural and other instream values of rivers, lakes and streams.

REASONS:

The natural habitats, water quality, recreational and other instream values of rivers, lakes and streams are important public values. Disturbances, structures, contaminant discharges or water abstractions must avoid, remedy or mitigate adverse effects on the health of the riverine ecosystem.

Addresses Issues 7.2, 8.2; achieved by Policies 7.1, 7.4, 8.2.
Related objectives are Objectives 6.2, 7.1.

Objective 8.3

Recreational and other activities on and in rivers and lakes that avoid, remedy or mitigate adverse effects on each other.

REASONS:

Boating, fishing, swimming and other activities may occupy the same river or lake space and conflict with each other. Such conflicts must be minimised.

Addresses Issue 8.3; achieved by Policy 8.3.
Related objective is Objective 9.2.

8.4 River and Lake Resource Policies and Methods

Policy 8.1

The Council will seek to maintain the stability and efficiency of river channels and floodway land.

EXPLANATION AND REASONS:

River channels and floodway lands carry floodwaters or sediment. It is important to ensure their capacity to continue to perform these natural functions is not adversely affected by either natural processes or disturbances or other activities. Where channels or floodways are modified by works, there is a need to ensure that their role in supporting stable and efficient passage of floodwaters is protected to an appropriate degree. The stability of river channels and floodway land is also important to ensure stability of any structures associated with the river.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in regional and district plans and make decisions on resource consent applications to regulate the adverse effects of all channel or floodway disturbances, including river gravel extraction, or structures or plantings.

(ii) The Council will maintain existing channel and floodway protection works to their design standard where economically worthwhile.

(iii) The Council will promote and carry out new channel or floodway protection works where they are economically worthwhile and contribute to a comprehensive approach to river and floodplain management, and where adverse effects on other river uses or values are appropriately avoided or limited.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Maintenance of channel and floodway efficiency and stability.

PERFORMANCE MONITORING INDICATORS:

(i) Funding expenditure for maintenance of existing works or promotion of new works.

(ii) Existence of policies and rules in the Plan that regulate channel or floodway protection.

Implements Objectives 8.1, 11.1, to address Issues 8.1, 11.1.
Related policy is Policy 11.1.

Policy 8.2

Council will avoid, remedy or mitigate adverse effects of activities in river and lake beds on intrinsic, recreational, cultural, and other instream values of rivers, lakes and streams.

EXPLANATION AND REASONS:

Maintenance of instream values of rivers, lakes and streams is important for healthy riverine and lacustrine ecosystems. The Council is required to ensure the protection of significant natural habitats and features and the life-supporting capacity of river and lake waters.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate and monitor instream uses and values of rivers, lakes and streams and assess the significance of and risks to such values, and methods of their necessary and appropriate protection or enhancement.

(ii) The Council will promote practices in the use of rivers, lakes and streams including their beds and waters, by landowners, operators, or the public that avoid, remedy or mitigate adverse effects on instream values.

(iii) The Council will develop policies and rules in regional plans or support provisions of any relevant water conservation order and make decisions on resource consent applications to avoid, remedy or mitigate the adverse effects of river and lake bed disturbances, including river gravel extraction or other channel

modifications; water takes; or contaminant discharges on significant instream uses or values of rivers, lakes and streams.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Appropriate degrees of protection or enhancement of significant instream uses or values in specified rivers, lakes or streams in the District.

PERFORMANCE MONITORING INDICATORS:

(i) Extent or degree of protection of specified rivers, lakes and streams provided in regional plans or relevant water conservation orders.

Implements Objectives 7.1, 8.2, to address Issues 7.1, 8.2.
Related policies are Policies 4.2, 7.1, 7.4.

Policy 8.3

The Council will avoid or minimise conflicts between recreation and other activities on the surface of rivers and lakes.

EXPLANATION AND REASONS:

The use of the surface of rivers and lakes for recreational activities can result in safety risks or other conflicts over the use of river or lake space. The Council needs to assess and act on situations where safety risks need to be addressed beyond compliance with current government regulations on craft speed.

METHODS OF IMPLEMENTATION:

(i) The Council will provide information and promote practices of active use of rivers and lakes for recreational purposes that avoid, remedy or mitigate adverse effects on each other.

(ii) Council will develop policies and rules in regional and district plans or provisions in any harbour bylaw where appropriate and make decisions on resource consent applications, to avoid, remedy or mitigate adverse effects on the use of river or lake space by conflicting activities.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced safety risks for space use conflicts on the surface of river and lake waters.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of conflicts on river and lake waters.

Implements Objective 8.3, to address Issue 8.3.
Related policy is Policy 9.2.

9.0 COASTAL ENVIRONMENT

9.1 Introduction

The coastal environment of Tasman District extends from Kahurangi Point on the West Coast, to a point on the shoreline of Waimea Inlet, opposite the Champion Road boundary with Nelson City. It includes the territorial sea out to the twelve nautical mile (22.2 kilometre) limit. The inland extent of the coastal environment is variable, defined only as being land where there are interactions between the land and sea environments.
The sea (coastal marine) area may be considered to consist of five distinct geographic areas, while the shoreline and adjoining land form five distinct geographic areas. These areas are:

A. COASTAL MARINE AREA

1. The open ocean of the West Coast and north of Farewell Spit. Little is known about the ecological or natural influences of this area, nor of uses currently made of it other than as a transit area primarily for fishing vessels at the western entrance to Cook Strait.

2. The largely enclosed waters of Golden Bay, which is generally circular, approximately 35 kilometres across, and open through an arc of roughly 900 (or 25 kilometres) on its eastern side. Commercial fishing, minor aquaculture (1994) but extensive spat catching and scallop enhancement areas, and recreational boating, are prevalent activities in the Bay.

3. The wide V-shaped Tasman Bay, for which Council has jurisdiction only over the western half. Coastal activities in Tasman Bay are similar to those in Golden Bay, but more intensive recreational boating is associated with the Abel Tasman National Park coastline and day-sailing from Nelson. Commercial shipping to and from Port Nelson traverses the bay.

4. Estuaries, varying in scale from the large Waimea and Whanganui Inlets, in the east and west respectively, to Onahau and Puponga estuaries.

5. Extensive intertidal sandflats extend up to 6 km from high water on the south side of Farewell Spit; and on a lesser scale are common throughout Golden Bay and in the Riwaka/Motueka coast in Tasman Bay.

B. SHORELINE AND ADJOINING COASTAL LAND

1. Kahurangi Point to Pillar Point

This open ocean coastline includes extensive dune systems in the south, otherwise it is a rocky shoreline, with cliffs being a strong landscape and scenic element. It is breached by the entrance to the Whanganui Inlet; smaller estuaries in the south provide important largely unmodified habitats.

The area has limited road access and it is sparsely populated. Some farmland adjoins the coastline, with the Kahurangi National Park occupying the hinterland of the Wakamarama Range virtually through to the base of Farewell Spit.

The Big River Estuary, Whanganui Inlet, and the coast between Kahurangi River and Big River, and between Te Hapu and Fossil Point, are ranked as nationally important.

2. Farewell Spit

This low sandspit shelters Golden Bay from ocean influences to the north. The spit and the extensive tidal flats to the south are a nature reserve of international importance for bird species, especially waders. Land access to the Spit is controlled by the Department of Conservation. Access by sea from Golden Bay is limited by the extremely wide intertidal area.

Farewell Spit and the tidal flats are ranked as internationally important.

3. Golden Bay

The bay is characterised by a shallow-graded sandy shoreline, interrupted by estuaries. Farm properties are dispersed along the western coastal plain and through the Aorere and Takaka river valleys which drain into the bay. Small retirement or holiday settlements have been established sporadically along the coastline.

There are several small ports, but limited opportunities for berthage, moorings, or launching ramps. Fish processing occurs on the Waitapu Wharf, and at Seaford.

The scenic qualities of the area, its beaches and mild sunny climate attract a range of residents, holiday-makers and tourists, but the bay does not have the range of continually available activities of mainstream coastal tourist areas.

Coastal erosion is evident in parts of the bay. Protection works of variable apparent effectiveness have been put in place, some having no aesthetic merit.

There are eleven estuaries and inlets in Golden Bay which are of national importance: Puponga Inlet; Pakawau Inlet; Waikato Spits, Inlet and Shell Banks; Ruataniwha Inlet; Parapara Inlet and Sandspit; Onekaka Estuary and Sandspit; Onahau Estuary; Waitapu Estuaries; Motupipi Estuary; Tata Beach Estuary; and Wainui Inlet.

4. Abel Tasman National Park Coastline

While not entirely within the extent of the national park, the coastline between Tarakohe and Tapu Bay includes a succession of cliffs or headlands, sandy beaches and estuaries. Much of the land has regenerating bush cover. Small residential areas adjoin the northern and southern coastal limits of the Park, and enclaves of private land are surrounded by park at Awaroa and Torrent Bay. (The national park extends only to mean high water springs: it does not include tidal foreshore.)

This coastline has major scenic importance, attracting people to walk the coastal track or explore the coastline by boat. The Tonga Marine Reserve was established over a central section of the park coastline in 1993. All fishing is excluded in the marine reserve: a restriction on trawling and dredging also applies in a sector of sea off Separation Point, to protect beds of bryozoan corals. The near-shore subtidal community was studied prior to the marine reserve being proposed, but little is known of the undersea environment further offshore.

Recreational boat traffic to and along this coastline is high, especially in summer. Craft vary widely in size, speed, visibility and purpose, from larger commercial passenger craft to privately owned boats, including canoes and kayaks.

National importance is given to the coast between Pohara and Abel Tasman Point, while the Abel Tasman National Park coastline and estuaries are internationally important.

5. Tasman Bay

The coastline from Tapu Bay to the District boundary at Champion Road has a variety of natural features including the Moutere Inlet and the major western part of the Waimea Inlet; the ports at Motueka and Mapua; the delta area of the Riwaka and Motueka rivers; sandspit at Motueka; barrier islands (Rabbit Island and Jackett Island); Kina Peninsula and the cliffs between Kina and Ruby Bay.

Seabed build up is reported at the former Riwaka port area. Erosion is evident at Marahau and Ruby Bay, while the Motueka Sandspit varies as erosion and deposition of sand fluctuates.

Of the larger urban communities, parts of Motueka extend to the coastline but, as with Richmond, the bulk of the urban area is close to but not immediately on the coastline. Other coastal residential areas are at Tapu Bay, Riwaka, Ruby Bay, Mapua and Bests Island. Farmland, orchards, forestry and industries adjoin the remainder of this coastline.

The regional sewage scheme treats urban effluent at Bells Island in the Waimea Inlet and discharges into the inlet on the outgoing tide. The Motueka oxidation ponds discharge to marsh cells, which in turn discharge to ground soakage on land adjoining the Motueka river mouth. The Tasman/Nelson district boundary drawn through Tasman Bay includes an adjustment to place the dumping ground for Port Nelson dredgings under the jurisdiction of Nelson City.

National importance is given to: the Otuwhero and Marahau Estuaries, Sandspits and Tidal Flats; Motueka Delta; Moutere Inlet and Waimea Inlet. No Man's Island is ranked as internationally important.

The Act allows the Council to consider and address in the Tasman Regional Policy Statement, issues relating to:

(i) the occupation and use of the coastal marine area (sea space occupied by coastal waters, foreshore or seabed), including disturbances, extraction of material, structures, use of water, discharges, and other activities;

(ii) the effects of any use, development or protection of any land in the coastal environment that are of regional (that is, district) significance;
(iii) the control of land use for the purposes of soil conservation, water management, natural hazards or hazardous substances management.

In addition, the Council has the powers of a harbour board under the Harbours Act 1950 to implement any policies in the Tasman Regional Policy Statement concerning navigation and safety issues where harbour limits have been defined. The entire coastline could be included within harbour limits.

There is a range of issues in the coastal environment of the District, arising from interactions between coastal resources and processes and the adverse effects of established activities or of any future activities. In summary form, these issues are:
(i) a lack of information on the coastal marine environment and likely effects of various activities on this environment;
(ii) issues concerning coastal craft, including the management of navigation and safety risks and provision of boating facilities;
(iii) potential adverse effects of aquaculture activities and determining appropriate methods of allocating sea space for aquaculture;
(iv) effects on public access to coastal space from authorising private rights to use the coast;
(v) legal limitations on the Council concerning the management of the effects of aquaculture and fisheries activities;
(vi) identifying and maintaining the natural character of any part of the coastal environment;
(vii) adverse effects of land-based activities on the coastal environment;
(viii) the maintenance and enhancement of coastal water quality, including adverse effects of sewage effluent, other land-based discharges and accidental spills or discharges into the sea.
(ix) public interest in access to and along the coast.

9.2 Coastal Environment Issues

Issue 9.1
LACK OF INFORMATION ON THE COASTAL MARINE ENVIRONMENT

The undersea or coastal marine environment is not a natural habitat for people, and knowledge of this environment must be gained through active research effort. Comparatively little is known about physical processes or natural or modified marine habitats. Further, the medium of the sea is dynamic and many of the fish and other animal species inhabiting it are mobile. There is general acknowledgement among agencies with interests in coastal management that information bases to assess marine ecological processes, such as nutrient supply for commercially important fisheries, and coastal processes such as shoreline stability, is generally inadequate.

Knowledge of significant landscapes (“seascapes”), special habitats, endangered species or other natural features is scant or does not exist. There are therefore risks that poorly known coastal resources may be damaged, with no management response possible. Because the coastal marine environment is inhospitable and not very accessible, resource investigations are more expensive than investigations on land.

With a limited information base, coastal management may result in:

(i) policies and decisions that are overly cautious, pursuing an unnecessary or unachievable degree of environmental protection, and resulting in a loss of economic or enjoyment opportunities;

(ii) policies and decisions that carry a risk which, if realised, would result in significant environmental damage.

Even with continuing efforts by a number of agencies into understanding coastal resources, it will be some years before results can be regarded as having general reliability or significance.

This issue means that Council has to decide:

(i) how conservative it should be in its coastal management policies and consent decisions;

(ii) what research priorities should be set to help the Council in carrying out its responsibilities; what is the most cost-effective level of effort and who should contribute what to that effort; and

(iii) to what extent can information needs be met through monitoring and assessment requirements of consent holders, who are authorised to use or develop some coastal resource or area.

Addressed by Objectives 9.1, 13.2 and Policies 9.1, 13.7, 13.8.
Related issue is Issue 13.6.

Issue 9.2

ISSUES CONCERNING BOATS: NAVIGATION AND SAFETY AND FACILITIES

Navigation and Safety

Navigation and safety issues were previously addressed by the former harbour board and other local administrations, and by the Ministry of Transport.

Council has inherited various harbour bylaws, applying to separate parts of the District. There are also areas not subject to bylaw control, where the Ministry of Transport remains responsible for navigation and safety through the Water Recreation Regulations 1979. There is a need to determine what navigation and safety matters require appropriate regulation, and whether this should be through harbour bylaw rules or regional coastal rules.

There is a need for consistent navigation and safety rules, applying throughout the District. There is a need for an advisory or compliance service for the public concerning navigation and safety problems, particularly over the summer holiday period, at several places along the District's coastline.

There is also a need to establish consistency in navigation and safety regulation between vessels less than and more than 6 m in length, and between vessels (regardless of size) used for commercial or for recreational purposes.

Boating Facilities

Despite the extensive coastline of Tasman District, locations where launching ramps, moorings or jetties can be used at all states of the tide are limited. Improving this natural situation may require significant dredging or harbour works in a number of locations. The provision of boating facilities, from swing moorings to port developments, can alter the appearance and natural character of an area and may affect natural coastal processes. Reliance on trailer craft will require increased parking areas in association with launching ramps. Continued expansion of boating activity in Tasman District is likely to result in increasing frustration with the limitations of existing facilities, which can only be overcome by significant expenditure. A user pays policy can be applied to all boating facilities which have identifiable users, but direct user charges cannot be practicably recovered from ramps or wharves which receive intermittent casual usage or which are in isolated locations.

The current pattern of boating facilities around the District's coastline inherited from previous administrations has resulted in significant variations in occupations of seabed for mooring structures, including their environmental effects, legality and physical condition. Any future allocation of rights for individuals to occupy and use parts of the coast for moorings or jetties needs careful assessment, especially along the Abel Tasman National Park coastline.

Addressed by Objective 9.2 and Policy 9.2.
Related issue is Issue 8.3.

Issue 9.3

ADVERSE EFFECTS OF ACTIVITIES IN THE COASTAL MARINE AREA

General Activities

Many activities in the coastal marine area are transient. They occur without preventing other people's activities, and without causing any continuing effect on the environment. Fishing activities may affect the state of the seabed and the ecosystems it supports, but these effects are removed from Council's responsibility by the exemptions of Section 12(1)(c) and (e) of the Act. Structures, such as jetties or marine farm equipment, or physical changes, such as reclamation or impoundment, may have a variety of effects, including:

(i) apparent privatisation of public space;

(ii) restrictions on public access;

(iii) impediment to general navigation;

(iv) physical change from natural state and natural processes;

(v) visual change.

These effects are particularly associated with aquaculture which is identified as an issue in the District because aquaculture activities involve the occupation or use of coastal space, often including the use of structures, and there is significant potential for the development of aquaculture activities in the District's coastal marine area. Other coastal space occupations or structures are usually limited in extent.

Roads and other utilities adjoin the sea or cross estuaries in several places in the District. They require maintenance from time to time, and those maintenance activities need to be managed to avoid, remedy or mitigate their effects in the coastal marine area.

Potential Effects of Aquaculture

Aquaculture involving marine farming with longline or cage structures occupies sea space and is a potential impediment to the passage of craft, particularly vessels trawling or dredging for fish and shellfish species. There is a need to consider that physical obstruction when space for such aquaculture activities is to be allocated. The effect of aquaculture on access to fisheries is also an issue to be considered by the Council and by the Ministry of Fisheries under the Fisheries Act. Nearshore or intertidal aquaculture proposals may be highly visible. In some cases they may be perceived as limiting public access along the foreshore or coastline. Iwi interests are strongly opposed to aquaculture in the vicinity of Pariwhakaoho and there is a need to avoid locating future aquaculture activities in this area. Other effects of aquaculture include:

(i) cumulative visual effects of structures;

(ii) ecological impacts of particular species, or farming techniques (e.g. artificial feed);

(iii) visual impact of structures on areas of landscape importance.

Farming of filter feeding bivalves requires high water quality. There are few major point source discharges to either Tasman or Golden Bays that affect current aquaculture activities, but crop harvesting is considerably limited by the quality of freshwater discharges from the main rivers entering each bay. Contaminated fresh water results from a range of land use activities throughout each of the main river valley and plains systems. Such diffuse source contamination of coastal waters is not easily addressed. The problem is made more complex by the fact that many of the microbial and nutrient contaminants in coastal waters are taken up as food by farmed bivalves.

A further aspect of this issue concerns the biological carrying capacity of the marine ecosystem. Golden Bay and Tasman Bay are subject to finfish harvesting, and snapper stock augmentation is currently being trialed. Dredging for oysters and scallops, a developing enhancement programme for scallops, and an increasing interest in farming mussels, scallops and oysters are all taking place. The potential effects of the augmented fish populations on bottom components of the coastal marine food web is not well understood but it raises questions about how much space should be made available for aquaculture. There are connections between these questions and the issue of statutory responsibilities for making such decisions.

Aquaculture species may be threatened by nuisance organisms, or may cause nuisance to other organisms or natural values. Contingency planning is desirable, but may have only limited effect.

Addressed by Objective 9.3 and Policy 9.3.
Related issue is Issue 9.4.

Issue 9.4

PRIVATE AND PUBLIC RIGHTS OF ACCESS TO COASTAL SPACE

The sea, foreshore and seabed are resources in the public domain. Authorising various activities by coastal permits or rules creates private rights over parts of this public domain. The extent to which the public are consequently excluded varies according to the nature of the authorised activity, and the activities which members of the public may want to undertake in that location.

For example, marine farming may limit, but not prevent, other craft movements through the farm site. Farm structures provide artificial reef habitats which attract fish species sought by recreational fishers. However, farm structures prevent trawling or dredging activities through farm sites. The presence of marine farms may deter some people from using areas much larger than the farm sites themselves.

Because the sea and seabed are generally not subdivided nor allocated for private purposes, there is a tendency to regard the sea as space simply waiting to be claimed for (private) productive use. There is a question of principle about the extent to which the public domain should be allocated to private use. But the practical effect on public interests of such allocation may vary, as some activities such as aquaculture, or locations of other activities for private use, may have little or no adverse effects on uses of the area by other people. It may be difficult to show that the adverse effects of allocation of public space to private interests are significant in any particular instance. This can make assessment of likely cumulative effects also difficult, in advance of those effects actually developing.

A particular example of this issue is the existence of private moorings along the Abel Tasman National Park coastline. The National Park does not have a continuous boundary along its shoreline, as there are enclaves of private land along that coastline, varying from individual house sites to the settlements of Torrent Bay and Awaroa. These properties are dependent on access by sea. Requests for moorings to be used in conjunction with these properties may not be unreasonable, but the view that the National Park coastline should be free of such developments must also be considered.

As aquaculture is an evolving activity, there is a need to ensure that its regulation is not limited to currently known technologies, and that space allocation methods are sufficiently robust and flexible to deal with increasingly sophisticated uses of sea space for aquaculture, including access to the space occupied by aquaculture activities for other purposes.

Allocating Sea Space for Aquaculture

Marine farming has been significantly limited in Tasman Bay and Golden Bay by a rule initially promulgated under the Marine Farming Act, but which can only be replaced once the Council's Regional Coastal Plan is made operative. As a result there is an unsatisfied demand for marine farming sites. Regardless of how much sea space the Regional Coastal Plan makes available for marine farming, there is likely to be competition for sites. There is a need for a fair and open means of allocating sites, particularly if the number of sites to be made available is less than the demand.

However, the coastal marine area is public territory and any departure from that must be justified.

Addressed by Objective 9.4 and Policy 9.4.
Related issue is Issue 9.3.

Issue 9.5

LEGAL CONSTRAINTS ON THE MANAGEMENT OF ADVERSE EFFECTS OF AQUACULTURE AND FISHERIES

Coastal management is provided for under the Resource Management Act (the Act) and fisheries management (including aquaculture) is provided for under the Fisheries and the Marine Farming Acts. While coastal management is defined in comprehensive terms, certain aspects of fishing or aquaculture activities (enhancement and lawful harvesting of animals or plants) are unable to be managed by Council. As fish includes any aquatic plant or animal, then no enhancement or harvesting activities may be controlled by Council if the purpose is protection or management of any other marine life. Farming or harvesting any fish life by either aquaculture or fishing methods, is managed by the Minister of Fisheries. Adverse effects from fish harvesting, for example: repeated disturbance of the seabed by trawling or dredging, and the associated effects on marine life, can not be addressed by Council (except by advocacy to the Minister of Fisheries). Similarly, adverse effects on marine organisms arising from aquaculture, for example: food competition; predation; disease; or displacement through the use of sea space, are Fisheries, not Resource Management, issues. While there are several opportunities during the development of fisheries policy and legislation for the public to address effects of fisheries, there is little opportunity to challenge the effects permitted by decisions made under the Fisheries Act.

However, issues arising from structures in occupation of or disturbances to coastal waters or the seabed that are not related to marine life, may be addressed under Council's coastal management responsibilities.

The issues raised by the complex relationship between the current laws for coastal and fisheries management are:

(i) the need to distinguish between matters that can be properly dealt with by Council and those that are the responsibility of the Minister of Fisheries; and

(ii) the need for all interests in coastal and fisheries management to understand these distinctions in order to avoid, remedy or mitigate conflicts between the commercial use of the coastal marine area for fisheries or aquaculture and any other coastal uses or values.

Addressed by Objective 9.3 and Policies 9.3, 9.5.

Issue 9.6

IDENTIFYING AND MAINTAINING THE NATURAL CHARACTER OF THE COASTAL ENVIRONMENT

There is a need for careful evaluation of natural character in all coastal localities. A consistent approach should be taken throughout the District. Information on natural character needs to be presented in a way which is effective in decision making. Ways of preserving natural character need to be carefully considered, particularly in relation to cumulative visual changes through successive physical developments. Care needs to be taken to include consideration of the natural character of the coastal marine area, much of which is invisible to most people.

Natural character needs to be preserved for the benefit of natural habitat and ecosystem conservation, and for recreational, aesthetic and cultural values. There is a need to ensure that the activities of residents and visitors in the coastal marine environment do not degrade the natural character factors which attracted them to it in the first place.

Visible elements of natural character include land form, land cover, plant and animal communities, and the interface between land and water. Less apparent factors are natural processes, climate, and the quality of water and air.

Particular features of the natural character of the District's coast include:

(i) the combination of granite sand beaches, rocky headlands, regenerating nature vegetation, estuaries, and sea, along the Abel Tasman National Park coastline;

(ii) the series of estuaries and river deltas, and their particular biological communities;

(iii) tidal range, particularly the exposure of extensive tidal sand flats;

(iv) sand spits, barrier islands and dune systems;

(v) contrast between the sheltered shoreline of Tasman Bay and Golden Bay, and the exposed ocean shoreline of the north-west coast.

Addressed by Objectives 9.5, 9.6 and Policies 9.6, 9.7.
Related issues are Issues 5.5, 6.3.

Issue 9.7

ADVERSE EFFECTS OF LAND-BASED ACTIVITIES ON THE COASTAL ENVIRONMENT

Natural features, resources and processes in the coastal environment can be adversely affected by the use of land, whether it is coastal land or inland areas. Land uses or activities having such effects include:

(i) coastal settlements or other land developments, including buildings in inappropriate locations on active coastlines;

(ii) contaminant discharges from a wide variety of sources, including sediment movement into estuaries and offshore.

Coastal Settlements and Land Developments

Coastal settlements or other land developments on or near the coast may displace or modify natural habitats or other features, and the visual or natural appearance of the coastline, through buildings or other structures, land drainage or reclamation, vegetation removal or other land disturbances, in relation to forestry or farming, stocking or plantings. Such developments may limit public access to the coast. There is a need to manage the adverse effects of all these kinds of land uses in ways or locations that are appropriate.

Coastal Erosion

The location or development of coastal settlements may be at risk from changes to the shoreline through active coastal processes. Often structural modification of the shore by erosion protection works may conflict with such processes, and damage the shore features or the protection works themselves. There is a need to establish whether built development is appropriate in certain coastal locations, or whether coastal erosion processes can be structurally controlled without damage to the coast or to development.

Coastal Contamination

Contaminant discharges to the coast may arise as sediment movement from land disturbance activities or through natural erosion in catchment areas away from or next to the coast; from agricultural or urban effluent; or from agrichemical or industrial discharges. This issue is dealt with further below and also in Section 10 of the Tasman Regional Policy Statement addressing environmental contamination.

Addressed by Objectives 5.2, 9.5, 9.6 and Policies 5.5, 9.6, 9.7.
Related issues are Issues 5.5, 9.6.

Issue 9.8

MAINTENANCE AND ENHANCEMENT OF COASTAL WATER QUALITY

Coastal waters are used or valued for a wide range of public purposes, where the physical, chemical or biological features of water may be important. Coastal waters that are clear and uncontaminated are sought for recreational, aquaculture, fisheries, aesthetic and cultural reasons, as well as for the health of coastal communities. However, coastal water quality may be degraded by a variety of natural influences and human activities. Natural sediment movement, particularly from storm events, may lower water quality for such sensitive activities as aquaculture. Accelerated sedimentation from land disturbance operations; diffuse or point source discharges of agrichemicals, nutrients or microbial contaminants from farming and forestry activities; sewage effluent; contaminated site leachate; stormwater runoff or other urban point source discharges; are all land-based discharges that may enter coastal waters and adversely affect coastal water quality. In addition, sea discharges from boats or ships can be significant risks, especially from accidental spills of oil products or discharges of foreign ballast water.

There is a need to establish water quality requirements under water classifications to limit the effects of any direct discharges into coastal water. The Act requires consideration of options for significant discharges, and this, coupled with the importance of avoiding adverse effects on the natural character of the coastal environment, means a restrictive outlook for coastal discharges. There is also a need to address diffuse source discharges from land use activities, and to provide for contingencies or risks of marine oil spills, or of sewage.

National regulations implement international obligations governing discharges from ships, and prescribe options for coastal plan rules.

Addressed by Objectives 7.3, 9.7, 10.1, 10.2 and Policies 9.8, 10.3, 10.5.
Related issues are Issues 7.3, 10.1, 10.3.

Issue 9.9

PUBLIC INTEREST IN ACCESS TO AND ALONG THE COAST

People place high value on access to and along the coast. The Act regards public access to the coast as a matter of national importance.

The principal means of creating additional access to the coast are:

(a) A requirement for roads, reserves, esplanade strips or access strips to be provided when coastal land is subdivided or developed.

(b) Negotiated purchase or other statutory instrument.

There is conflict between the provision of roads and reserves or strips to enhance coastal access, and a preference to limit subdivision and development of coastal land. There can be conflict between public access and the protection of ecological values, cultural values, public safety, or security for some authorised activity. Public access can even be in conflict with itself: the quality of experience in some locations, for example the Abel Tasman coastal track, can be reduced simply by the numbers of other people present, or by their activities.

Addressed by Objective 9.8 and Policy 9.9.
Related issues are Issues 5.5, 9.6, 9.7.

9.3 Coastal Environment Objectives

Objective 9.1

Adequate information on the resources, processes, and values of the coastal environment to support sustainable management decisions, and decisions which acknowledge the level of uncertainty in the information available for assessing policy and consent options in the coastal environment.

REASONS:

There is a critical lack of information on the coastal environment, particularly coastal marine resources, processes and values. Improvement in the coastal environment information base is necessary to reduce risks in coastal management decisions.

Addresses Issues 9.1, 13.6, 13.7; achieved by Policies 9.1, 13.7, 13.8.
Related objective is Objective 13.2.

Objective 9.2

Opportunities for boating practices and uses of the sea that are safe and avoid, remedy or mitigate adverse effects on other coastal activities and values.

REASONS:

There is a need to ensure safe boating practices and to avoid, remedy or mitigate nuisances or other adverse effects arising from boating activities.

Addresses Issue 9.2; achieved by Policy 9.2.
Related objective is Objective 8.3.

Objective 9.3

A coastal marine area in which adverse effects from activities, including structures, physical modification, or occupation, are avoided, remedied, or mitigated.

REASONS:

The effects of activities need to be managed so that the particular activities, and the environment in which they occur, are sustainable; and also so that the public domain will not be estranged lightly.

Addresses Issue 9.3; achieved by Policies 9.3, 9.6, 9.7.
Related objectives are Objectives 9.4, 9.5, 9.6.

Objective 9.4

A fair and efficient process for the allocation of rights to use parts of the coastal marine area, especially where parties are in competition for a limited area.

REASONS:

Where parts of the coastal marine area are available for private activities, after having taken into account the wider public interest, the process for allocating use rights needs to be fair to all parties and administratively efficient.

Addresses Issue 9.4; achieved by Policy 9.4.
Related objectives are Objectives 9.3, 13.2.

Objective 9.5

Preservation of the natural character of the coastal environment, including the functioning of natural processes.

REASONS:

The coastal environment is an area with significant natural values. Its natural character needs to be protected or enhanced along all parts of the District's coastline, both for its intrinsic value and its visual, aesthetic and cultural appreciation by the public.

Addresses Issues 5.5, 6.3, 9.6, 9.7; achieved by Policies 5.5, 6.3, 9.6, 9.7.
Related objectives are Objectives 5.2, 6.2, 9.6.

Objective 9.6

Coastal land use and development that avoids, remedies or where appropriate mitigates adverse effects on:

(i) natural character, including natural processes, outstanding natural features and landscapes, and areas of significant indigenous vegetation and significant habitats of indigenous fauna; and

(ii) public access to and along the coast; and

(iii) amenity values; and

(iv) heritage values; and

(v) Maori traditional associations with any coastal lands, waters, sites, wahi tapu, and other taonga; and

(vi) the natural qualities of coastal waters.

REASONS:

The coastal environment has many natural, public amenity and cultural values and associations. Many of these values are supported by interactions between coastal land and water resources and processes. Coastal land uses need to avoid, remedy or where appropriate mitigate adverse effects on these values.

Addresses Issues 5.5, 9.6; achieved by Policies 5.5, 9.6, 9.7.
Related objectives are Objectives 5.2, 9.5.

Objective 9.7

Maintenance and enhancement of coastal water quality to provide for the needs of marine ecosystems and for sustainable public uses and values.

REASONS:

Coastal water needs to retain and improve its value for a wide range of public uses where quality features are important. Risks of degraded quality need to be minimised.

Addresses Issues 6.5, 7.3, 10.1, 10.2, 10.3; achieved by Policies 6.4, 9.8, 10.3, 10.5.
Related objectives are Objectives 7.3, 10.1, 10.2, 10.4.

Objective 9.8

Maintenance and enhancement, where appropriate, of public access to and along the coast.

REASONS:
There is public and statutory recognition of the importance of public access, although it can conflict with other values.

Addresses Issue 9.9; achieved by Policy 9.9.
Related Objectives are 5.2, 6.2, 9.5, 9.6

9.4 Coastal Environment Policies and Methods

Policy 9.1
Council will promote the development of an adequate information base for sustainable coastal management decision-making.

EXPLANATION AND REASONS:
Information is a critical need in sustainable coastal management decisions. There are substantial gaps in knowledge of coastal resources and processes and such information requires significant investigations and monitoring effort.

METHODS OF IMPLEMENTATION:

(i) The Council will assess investigation and monitoring priorities for coastal marine resources and processes, and:

(a) undertake research and monitoring within established priorities; and

(b) advocate or contribute to efforts by other agencies with interests in coastal management.

(ii) The Council will require applicants and holders of coastal permits to provide an adequate amount of information concerning the likely effects of their proposal or activity on coastal resources and processes.

(iii) The Council will consult with the fishing industry, Ministry of Agriculture and Fisheries and other agencies, or other interested parties, in establishing programmes and priorities for research and monitoring, and in ensuring all parties are kept up to date in the collection and availability of such data.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Improved confidence that coastal management policies are based on sound environmental information and that adverse effects of coastal activities or uses can be identified and appropriately managed.

PERFORMANCE MONITORING INDICATORS:

(i) Assessed risks or uncertainties in relation to coastal management policy or consent decisions.

(ii) Incidence of coastal management decisions contested on grounds of inadequate information.

Implements Objectives 9.1, 13.2, to address Issues 9.1, 13.6.
Related policies are Policies 13.7, 13.8.

Policy 9.2

The Council will seek to minimise navigation and safety risks arising from boating and aquaculture activities in a consistent and efficient manner.

EXPLANATION AND REASONS:

There are inconsistencies and inefficient approaches to navigation and safety issues in the Tasman coastal marine area. Several types of rules apply and a number of issues in particular locations need to be addressed.

METHODS OF IMPLEMENTATION:

(i) The Council will assess the need for regulation of boating activities through a review of navigation and safety rules in harbour bylaws and government regulations, and will periodically reassess the staffing need for maritime safety.

(ii) The Council will develop policies and rules in the Regional Coastal Plan and in a single harbour bylaw for the District's coastal marine area and make decisions on resource consent applications to minimise as appropriate, navigation and safety risks.

(iii) The Council will support the local administration by transfer or delegation, of navigation and safety rules affecting particular parts of the coastal marine area.

(iv) The Council will provide for or assist in providing for the development of boating facilities of public benefit to an appropriate standard of service.

(v) Council will notify the Maritime Safety Authority and the Hydrographic Office of the Royal New Zealand Navy of permits granted for any structures and works in the coastal marine area.

(vi) Council will promote safe boating practice, including encouraging recreational boat users to undertake courses to improve boat handling skills or to join clubs which give advice on, or have requirements for, safe and environmentally acceptable marine practice.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Increased efficiency of harbour use by boats and reduced risks or nuisance effects from boating activities.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of accidents or complaints concerning use of boats.

Implements Objective 9.2, to address Issue 9.2.
Related policy is Policy 8.3.

Policy 9.3

The Council will provide for activities in the coastal marine area, while avoiding, remedying or mitigating their adverse effects on:

(i) the natural character of the coastal environment, including natural processes, outstanding natural features and landscapes, and significant habitats of indigenous species;

(ii) the amenity values of the locality, including heritage values;

(iii) public access and multiple use, including any degree of occupation (exclusion) sought;

(iv) the natural qualities of coastal water;

(v) Maori culture, traditions and taonga;

(vi) existing and potential uses of the locality;

(vii) environments or facilities beyond the site, including transport facilities;

and whether these effects can be avoided, remedied, or mitigated.

EXPLANATION AND REASONS:

Activities in the coastal marine area may affect both existing and potential uses and values, including fishing, recreational, and visual, natural or cultural values. There is a need to consider the appropriate limits to the extent to which activities may affect those interests and values.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the Regional Coastal Plan and make decisions on resource consent applications to provide for the use of sea space for activities that avoid, remedy or mitigate significant adverse effects, including cumulative effects, on existing or future uses or values of sea space.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Increased opportunity for activities in the coastal marine area, in areas or forms that avoid, remedy or mitigate adverse effects on public uses or values of sea space.

ERFORMANCE MONITORING INDICATORS:

(i) The level of competition or conflict for the use of sea space.

(ii) Any change in opportunities for customary use of sea space.

Implements Objectives 9.3, 9.4, to address Issues 9.3, 9.4.
Related policy is Policy 9.4.

Policy 9.4

The Council will establish procedures for the allocation of sea space between competing applicants that are fair and efficient.

EXPLANATION AND REASONS:

For some uses of sea space, such as aquaculture, there is likely to be a continuing demand for sites that is greater than the area allocated by Council. There is a need for administrative arrangements to ensure that competing applications are able to be dealt with in a fair and efficient way.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the Regional Coastal Plan for the allocation of coastal space. In the period immediately after that plan becoming operative, a closely regulated procedure may be applied in pursuit of equal opportunity for all potential applicants - particularly relating to aquaculture needs. Beyond that initial period, normal application procedure would be resumed i.e. applications lodged as and when necessary.

(ii) The Council will advocate to coastal industries seeking sea space that industry agreements be established to avoid, remedy or mitigate potential conflict in allocation of available sea space.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Orderly and efficient uptake of any new sea space use opportunities.

PERFORMANCE MONITORING INDICATORS:

(i) Degree of satisfaction among industries seeking sea space concerning allocation procedures.

Implements Objectives 9.3, 9.4, to address Issues 9.3, 9.4.
Related policy is Policy 9.3.

Policy 9.5

The Council will seek to integrate its coastal management responsibilities with fisheries management responsibilities of the Minister of Fisheries.

EXPLANATION AND REASONS:

There is a complex interrelationship between coastal management and fisheries management. There is a need to define and carry out practical, legally valid and integrated arrangements between the Council and the Minister of Fisheries for coastal and fisheries management.

METHODS OF IMPLEMENTATION:

(i) The Council will confirm the statutory basis for any policy, rule or consent relating to coastal marine organisms before making any decision on such matters.

(ii) The Council will address or advocate the addressing of issues relating to coastal marine organisms under the Fisheries or other relevant legislation, in a manner that is integrated with the Resource Management Act and decisions made under that Act.

(iii) The Council will advise all affected interests on the extent of its responsibilities under the Resource Management Act concerning fisheries and other coastal marine organisms.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Increased awareness and understanding of the respective roles of Council and other parties in coastal and fisheries management.

(ii) Integrated decisions affecting both coastal and fisheries management issues.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of contesting of Council's jurisdiction in relation to issues affecting fisheries or other coastal marine organisms.

(ii) Assessed degree of integration of sampled decisions made by the Council or by other parties in relation to fisheries or other coastal marine organisms.

Implements Objective 9.3, to address Issues 9.3, 9.5.
Related policy is Policy 9.3.

Policy 9.6

The Council will preserve the natural character of the coastal environment by protecting:

(a) natural features and landscapes, such as headlands and cliffs, coastal plains, estuaries, tidal flats, dunes and sand beaches;

(b) habitats such as estuaries and wetlands;

(c) ecosystems, especially those including rare or endangered species or communities, or migratory species;

(d) natural processes, such as spit formation;

(e) water and air quality;

having regard to the:

(i) rarity or representativeness;

(ii) vulnerability or resilience;

(iii) coherence and intactness;

(iv) interdependence; and

(v) scientific, cultural, historic or amenity values;

of such features, landscapes, habitats, ecosystems, processes and values.

EXPLANATION AND REASONS:

The coastal environment supports significant natural resources and values that give it a natural character. The Council is obliged to provide for the preservation of the natural character of the coastal environment and to protect it from inappropriate use and development. In modified areas there may be opportunities to enhance natural features.

METHODS OF IMPLEMENTATION:

(i) The Council will:

(a) investigate and collect information on habitats, features, sites, landscapes or seascapes, ecosystems and natural processes that support the natural character of the coastal environment of the District; and

(b) assess the extent, location, significance and risks to such areas, features, ecosystems or values and the options available for protection or enhancement; and

(c) formally establish relative priorities and sequences for the appropriate actions to protect or enhance coastal natural character.

(ii) The Council will:

(a) advocate or promote ways or practices for protecting or enhancing coastal natural character; and

(b) provide or assist in providing financial incentives and other forms of assistance for landowners to allow or support the protection or enhancement of areas, features, ecosystems, processes, or values contributing to the natural character of the coast; and

(c) negotiate agreements for the management of or purchase or acquire areas, features, or sites, including coastal riparian margins, that support natural character of the coast, integrated with:

(i) the management of the current stock of open space reserves for natural habitat conservation purposes; and

(ii) policies for esplanade provisions and financial contributions in the Council's District Plan;

(d) develop policies and rules in the District Plan and make decisions on resource consent applications that:

(i) provide for esplanade reserves or strips and financial contributions for reserves upon subdivision or development in relation to coastal lands that contribute significantly to natural character; and

(ii) regulate coastal land use activities to avoid, remedy or where appropriate mitigate adverse effects on areas, features, ecosystems, processes or values that contribute significantly to the natural character of the coast.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Increased protection or enhancement of areas, features, ecosystems, processes or values supporting natural character of the coastal environment.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed extent and quality of protection or enhancement of the natural character of the coast, set against priorities or sequences for such actions.

Implements Objectives 5.2, 9.5, 9.6, to address Issues 9.6, 9.7.
Related policies are Policies 4.2, 5.2, 5.5, 6.3, 8.2, 9.7.

Policy 9.7

The Council will avoid, remedy or where appropriate, mitigate adverse effects of the subdivision, use or development of coastal land on:

(a) coastal habitats, including wetlands, estuaries and dunes;

(b) coastal ecosystems, especially those including rare or endangered species or communities, and indigenous or migratory species;

(c) natural coastal features and landscapes, including headlands, beaches, spits;

(d) sites of coastal processes;

(e) public access to and along the coastal marine area;

(f) water and air quality;

(g) traditional associations of Maori with ancestral coastal lands, waters, sites, wahi tapu, turanga waka, mahinga mataitai, taonga raranga and other taonga;

having regard to the:

(i) rarity or representativeness;

(ii) coherence and intactness;

(iii) vulnerability or resilience;

(iv) interdependence; and

(v) scientific, cultural, historic or amenity values;

of such habitats, ecosystems, features, landscapes, sites, values or taonga.

EXPLANATION AND REASONS:

The coastal environment has many natural, public amenity and cultural values and associations. Many of these values are supported by interactions between coastal land and water resources and processes. Coastal land uses need to avoid, remedy or mitigate adverse effects on those values, although the use of remediation or mitigation actions is constrained by New Zealand Coastal Policy Statement Chapter 1 in specific circumstances given in that Statement.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to ensure that coastal land uses and developments, including buildings and land disturbance, avoid, remedy or where appropriate, mitigate:

(a) adverse effects in areas subject to active or potentially active coastal processes including coastal erosion or inundation; and

(b) adverse effects in areas of open space which contribute significantly to the protection of the natural character or amenity values of the area; and

(c) adverse effects on any significant natural features or processes, landscapes, or seascapes; and

(d) any significant reduction in public access to and along the coast; and

(e) damage or destruction of sites or areas having heritage value, including any Maori traditional associations; and

(f) any reduction in the quality of coastal water or air for their natural values.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) The maintenance or enhancement of natural components and processes, amenity values, heritage values, water and air quality, of the coastal environment, traditional Maori associations, and public access to or along the coast.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed extent and degree of adverse change to coastal natural character, amenity values, public access, heritage values and Maori traditional associations in the coastal environment.

Implements Objectives 9.5, 9.6, to address Issues 9.6, 9.7.
Related policies are Policies 4.2, 5.5, 9.6.

Policy 9.8

The Council will classify coastal waters according to iwi and public uses and values, including aquatic ecosystem, gathering or cultivating of shellfish, fishery, contact recreation, and aesthetic uses and values, for which water quality is to be maintained or enhanced.

EXPLANATION AND REASONS:

Water quality classification is a statement of the public uses and values for which coastal waters are to be managed in relation to their quality, and the limits within which point source contaminant discharges to coastal water may adversely affect coastal water quality after reasonable mixing. Water quality classification of coastal waters provides an important indication of the acceptable adverse effects of any point source contaminant discharge to coastal water, and the public purposes for managing coastal water quality in any part of the coastal marine area.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the Regional Coastal Plan to provide a coastal water quality classification that reflects:

(a) significant existing uses and values for which coastal water quality is relevant, including aquatic ecosystem, gathering or cultivating of shellfish, fishery, contact recreation, and aesthetic uses and values, for which water quality is to be maintained or enhanced; and

(b) existing water quality; and

(c) any significant limits on existing uses and values of coastal water because of adverse effects on existing water quality, including diffuse source contamination.

(ii) The Council will make appropriate provision or take whatever course of action is available and would be effective in the circumstances to ensure the avoidance, remedy or mitigation of adverse effects arising from the discharge of foreign ballast water.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) A greater degree of avoidance or limiting of adverse effects on coastal water quality by point source contaminant discharges, consistent with the limits set in the Council's water quality classification.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed extent, degree and rate of change in specified water quality features in relation to defined water quality standards and coastal locations.

Implements Objectives 9.7, 10.1, 10.2, to address Issues 9.8, 10.1, 10.2, 10.3.
Related policies are Policies 4.2, 10.1, 10.2, 10.3, 10.4, 10.5, 10.6, 10.7, 10.9.

Policy 9.9

Council will maintain and where appropriate enhance public access to and along the coast.

EXPLANATION AND REASONS:

While public access is sought by the public and by Section 6 of the Act, it may have adverse effects on other values. The numbers of people exercising rights of access to the coast, or the activities they undertake, may adversely affect each others' opportunities, values and experiences.

METHODS OF IMPLEMENTATION:

(i) The Council will establish policies and rules in the District Plan and Regional Coastal Plan and make decisions on resource consent applications to provide for public access to and along the coast, unless it is inappropriate in particular circumstances.

(ii) The Council, Department of Conservation, or any other party, may negotiate rights of public access to and along the coast in circumstances where access cannot otherwise be required.

ANTICIPATED ENVIRONMENTAL RESULTS:

A greater proportion of coastline readily accessible to the public.

PERFORMANCE MONITORING INDICATORS:
Increased satisfaction about opportunities for public access to the coast, without increased concern about effects of public access.

Implements Objective 9.8 to address Issue 9.9.
Related policies are Policies 9.3, 9.6, 9.7.

10.0 CONTAMINATION AND WASTE

10.1 Introduction

Contamination is the result of the environmental discharge of substances that change the physical, chemical or biological condition of land, water or air. These changes may have adverse effects on ecosystems, and their animal, plant and human communities. Contamination may degrade or lower the quality of soil, water or air for human or ecological health, economic, recreational, aesthetic, or cultural uses or values.

Contamination may originate from either defined point source discharges or from diffuse source or area-wide discharges, that are associated with urban, industrial or rural activities. Discharges may be of waste materials or of contaminants that are derived from wastes (for example, through biochemical decomposition and leaching). The generation and disposal of waste therefore has a strong connection with activities and processes that result in contamination.

The Act allows the Council to consider and address in the Tasman Regional Policy Statement, issues relating to the adverse effects of discharges of contaminants into or onto land, water or air, and the effects of generating, minimising, treating or disposing of all forms of contaminant wastes. In addition, the Act allows consideration of efficient uses of natural and physical resources and of their finite nature, in seeking to minimise the generation of waste and ensuring safe and appropriate treatment or disposal of waste. The Council as a unitary authority is also able to directly deliver waste management services, such as collection and disposal of some solid waste.

The following is a summary of contamination and waste issues that are addressed in this section of the Tasman Regional Policy Statement. Aspects of these issues are also land, water or hazards issues, that are addressed in other sections of the Tasman Regional Policy Statement.

(i) Point source discharges of liquid, particulate or gaseous contaminants to water or air from agricultural, industrial and other urban activities, including treated farm effluent, sewage effluent, contaminated stormwater, vegetation burn-offs, incinerators and industrial emissions may significantly contaminate water or air.

(ii) Deposition of solid or liquid contaminants onto land from agricultural or industrial activities may contaminate soil or water.

(iii) Environmental contamination may result from diffuse source discharges to land, water, or air from agricultural forestry, residential and other urban sources, including stormwater, sediment, farm effluent, agrichemical applications and smoke from fires.

(iv) There is a legacy of urban and rural contaminated sites, such as timber treatment plants, industrial chemical dumps and old tips, that requires better definition and reduction of contamination risks.

(v) There is a need to manage the effects of generating and disposing of solid, liquid, gaseous or hazardous wastes as environmental contaminants.

(vi) Reduction in the amount of wastes generated in the District and a reduction in the amount of wastes requiring treatment, storage or disposal.

10.2 Contamination and Waste Issues

Issue 10.1
INDUSTRIAL, AGRICULTURAL OR URBAN EFFLUENT DISCHARGES TO WATER AND AIR

The discharge of industrial, agricultural or urban effluent can result in significant adverse effects on the receiving environment, particularly water and air. These discharges include sewage, stormwater, treated dairy shed and piggery effluent, and emissions to air, including industrial waste discharges and boiler emissions. The discharges are generally point source discharges and may give rise to adverse effects including nutrient enrichment, bacterial, particulate and chemical contamination, with reduced water or air quality and effects on aquatic ecosystems and community health.

There is a need to advocate appropriate waste minimisation and treatment processes, and cleaner process or treatment technologies. There is also a need to regulate discharges to avoid, remedy or mitigate adverse contaminant effects.

Addressed by Objectives 10.1, 10.2 and Policies 10.1, 10.2, ,10.3, 10.4.
Related issues are Issues 6.4, 6.5, 7.3, 9.8, 10.2, 10.3.

Issue 10.2

AGRICULTURAL, FORESTRY AND OTHER INDUSTRIAL DISCHARGES TO LAND

The District supports significant agricultural, forestry and fishing activities. These activities can generate large quantities of organic wastes in either solid or liquid form, that are deposited or otherwise disposed of onto land. Examples of these discharges are bark and other wood processing waste, fish processing waste, and land application of dairy shed or piggery effluent, either untreated or treated. Some of these waste materials are accepted in landfill sites, but usually deposition or land application takes place on forest plantation land, farm land, or vacant industrial land.

Landfills are industrial sites where a variety of solid waste contaminants may be deposited on or in the ground and contamination contained to certain standards. They may range from sanitary landfills, with high containment standards, to farm tips.

The likely adverse effects of discharges to land are the covering of land together with any productive soil, as well as soil, groundwater and surface water contamination through the generation of leachate. The contaminant from such wastes may include nutrient or bacterial contamination.

As with the discharge of contaminants into water or air, there is a need to advocate appropriate waste minimisation and treatment assessment including the reuse or recycling of bulk organic wastes, use of effluent treatment systems and cleaner process or treatment technology.

Addressed by Objectives 10.1, 10.2, 10.4 and Policy 10.4.
Related issues are Issues 6.4, 6.5, 7.3, 10.3, 10.5.

Issue 10.3

DIFFUSE SOURCE DISCHARGES FROM LAND USE ACTIVITIES TO LAND, WATER AND AIR

Diffuse source discharges to the environment come from a wide range of sources and activities. Some are of natural origin, such as sediment from land erosion; many are generated by accelerated or intensified natural processes, or by the use of chemicals or by combustion, giving rise to smoke or gaseous emissions. Diffuse source contaminants include sediment generation from land disturbances; agrichemical and fertiliser application to land, water or air; stocking of farm land where stock effluent reaches water, either directly or through run-off or seepage; emissions of gases or smoke from vehicles, fires; or through the use of ozone depleting substances.

The key feature of such discharges is that they are emitted in a large number of places and often in minor quantities. However, their cumulative contaminant effects may be significant and contributing sources may be hard to identify.

The adverse effects of diffuse source discharges are quite varied, and may be either localised or widespread. Sediment, nutrient, chemical, microbial or particulate contamination of land, water or air may result, with adverse ecological, economic and health effects likely.

There is a need to advocate and promote appropriate land use practices including management of land disturbance, stocking, fertiliser, or other agrichemical applications, and the use of riparian vegetation as a buffer or filter in appropriate situations. There is also a need to regulate significant diffuse source contamination from land disturbances, agrichemical applications, stocking, riparian land use, and urban domestic smoke emissions.

In relation to emissions to air of fossil carbon or ozone depleting substances, there is a need to advocate to the Government for continued and strengthened national measures to encourage less fossil fuel usage and to develop renewable forms of transport fuels, and to advocate and promote the use of recycled or non-ozone depleting substances.

Addressed by Objectives 10.1, 10.2 and Policy 10.6.
Related issues are Issues 6.4, 6.5, 7.3, 10.1, 10.2.

Issue 10.4

LEGACY OF CONTAMINATED SITES IN URBAN AND RURAL SETTINGS

Contaminated sites are the legacy of past or existing land use activities that have resulted in contamination of land, water or air of an area. These sites can pose risks to human health as well as to animal and plant communities. There is often limited information on contaminated sites as risks associated with such sites have not always been known or previously recognised. Time has brought an increased understanding of contaminants and their effects, along with changes in relevant legislation to assist in avoiding, remedying or mitigating the adverse effects of contamination. Changes in public perception and expectations regarding contaminant use and disposal, and industrial site management practices have resulted in the identification of a large number of actually or potentially contaminated sites in the District. These sites include timber treatment plants, chemical manufacturing sites, mine sites, underground storage tanks, old landfills, reclamations, agrichemical storage sites and industrial sites. The extent of possible contamination, and the risks posed by many of these sites, have yet to be properly established.

Contaminated sites can adversely effect the environment in a number of ways. Leachate from a range of contaminated sites can contaminate soil, groundwater and surface water. Hazardous wastes such as timber treatment chemicals can pose human health risks, as well as risks to animal and plant health.

There is a need to undertake targeted investigations, risk assessment of sites, site remediation, regulation of site land uses or the use of water adjacent to such sites, with efforts to require landowners or other liable parties to carry out site management work. There is also a need to provide information on the existence and risks associated with contaminated sites and on waste management practices so that further creation of contaminated sites is avoided in future.

Addressed by Objectives 10.1, 10.2, 10.4, 11.4 and Policies 10.7, 10.9, 11.7.
Related issues are Issues 6.5, 7.3, 10.2, 10.5, 11.6.

Issue 10.5

THE EFFECTS OF GENERATING AND DISPOSING OF CONTAMINANT WASTES

The Tasman District generates significant quantities of waste each year and wastes are disposed of or otherwise dealt with by:

(i) storage of solid or liquid wastes in containers or buildings;

(ii) land disposal of solid wastes by landfill or other methods; and

(iii) discharges to water, land or to the air of liquid or gaseous wastes.

Wastes are usually environmental contaminants. For example, waste agrichemicals and their containers, waste industrial chemicals, waste oil, bulk organic wastes such as wood or fish processing wastes, may all pose contamination risks to soils, surface water or groundwater, ecosystems and communities that depend on uncontaminated environments. Many waste contaminants are also hazardous wastes, because of their toxic, explosive, flammable, corrosive, persistent or other significant contaminating or hazardous qualities. Ballast water is a contaminant of special interest both locally and nationally because of its potential impact on the coastal environment. Council's options for avoiding, remedying or mitigating adverse effects of ballast water are limited although there are opportunities to support and promote national measures for control.

Solid wastes are generated by industrial, commercial, residential and service activities in towns and in rural areas. The most significant effect of solid waste disposal is the contamination risk, including the likelihood of discharges of waste leachate into soils, groundwater or surface water, together with combustion risks or smells from methane or other organic gaseous emissions. Most solid wastes are collected and disposed of in sites called landfills, that contain or control the movement of contaminants from the site. The presence of contamination risks and other adverse environmental effects associated with solid waste disposal sites may mean that properly managed landfills are some distance from urban or industrial centres.

The Council is a significant provider of solid waste (refuse) collection and disposal services and facilities. Regular collections of refuse are carried out in the larger towns of the District. Several transfer stations operate in the District, at Richmond, Mariri, Waiwhero and Tapawera. The main District landfill site is in Eves Valley, in the Moutere Hills west of the Waimea Plains. Other smaller landfills are operated at St Arnaud, Murchison and Takaka. Landfills are expensive to establish and manage, and generally have a limited life. They can have adverse effects on water quality through leachate generation and may adversely affect natural, amenity or cultural values or features of an area. New landfill sites are often difficult to establish because of the degree of public concern about potential adverse effects. Many disused sites of former tips or dumps are present in the District and these present a range of contamination risks.

Bulk organic wastes such as bark waste, fish waste, sewage or effluent sludge are generated by organic processing industries or effluent treatment facilities and may be disposed of at landfills or other sites in the District.

Addressed by Objectives 10.4, 11.4 and Policies 10.4, 10.8, 10.9.
Related issues are 10.4, 10.6, 11.6.

Issue 10.6

MINIMISING THE AMOUNT OF WASTE GENERATED

The accepted strategy for waste management follows the hierarchy of: avoidance of waste generation, reduction in volumes of waste streams, reuse of wastes, recycling of wastes generated, recovery of resources from wastes, safe treatment and disposal of residual wastes, and, finally, storage of intractable wastes.

Council has had limited involvement in developing waste minimisation strategies. There is scope for investigating improved separation of solid wastes in the Council's solid waste collection and disposal service with subsequent

improvements in reducing waste volumes. Difficulties inherent in this process include the need for extensive public education, additional costs to provide the service, and the uncertain and unpredictable nature of reuse/recycling companies. Other developments outside the scope of the Council's control may complicate waste minimisation strategies such as the lack of adequate market controls to ensure that waste generators are made more accountable for the costs of waste management.

There are national and local initiatives seeking to investigate and adopt cleaner production systems and there is a need to encourage and ensure greater awareness of the strategies available.

Addressed by Objective 10.3 and Policy 10.8.
Related issues are Issues 10.4, 10.5, 11.6.

10.3 Contamination and Waste Objectives

Objective 10.1
Maintenance and enhancement of the quality of soils, water, and air for a range of uses and values where particulate, chemical, or biological contamination pose risks to this quality.

Objective 10.2
Avoidance, remedying or mitigation of adverse effects of all contaminants of soils, water, and air.

EXPLANATION AND REASONS:
Environmental contamination has significant adverse effects and risks for the receiving environment of land, water or air and the health of animal, plant and human communities. Council has responsibilities for the control of discharges of contaminants to land, water or air.

Addresses Issues 6.5, 7.3, 9.7, 9.8, 10.1, 10.2, 10.3, 10.4, 11.6; achieved by Policies 9.7, 9.8, 10.1, 10.2, 10.3, 10.4, 10.6, 10.7, 10.9.
Related objectives are Objectives 7.3, 9.7, 10.4, 11.4.

Objective 10.3
Minimised generation of solid, hazardous and other wastes.

EXPLANATION AND REASONS:
Once waste is generated, it needs to be managed in some way, with resulting costs and risks. By reducing the amount of waste created, reusing waste materials, recycling of wastes to form usable products, or recovering usable resources from wastes through some treatment process, adverse effects of waste generation may be avoided or limited.

Addresses Issues 10.5, 10.6, 11.4; achieved by Policies 10.8, 10.9, 11.5.
Related objectives are Objectives 10.4, 11.4.

Objective 10.4

Minimised risks of contamination of the environment arising from the storage, treatment or disposal of all forms of waste.

EXPLANATION AND REASONS:
Wastes need to be stored, treated or disposed of in ways that avoid, remedy or mitigate the likelihood of contamination of soils, waters and air, and of plants, animals and communities through health risks. Contamination risks may be significant where hazardous wastes are concerned.

Addresses Issues 10.4, 10.5, 11.6; achieved by Policies 10.8, 10.9, 11.5.
Related objectives are Objectives 10.3, 11.4.

10.4 Contamination and Waste Policies and Methods

Policy 10.1

Council will classify significant water bodies for which water quality is to be maintained and enhanced for the following purposes:

(i) aquatic ecosystem;
(ii) fisheries and fish spawning;
(iii) gathering or cultivation of shellfish;
(iv) contact recreation;
(v) water supply;
(vi) abstractive;
(vii) aesthetic and cultural uses and values;

and in determining significance of such water bodies where water quality is relevant, the following criteria shall be applied:

(a) Size of the water body

(b) Diversity of species and abundance of populations of indigenous flora and fauna associated with the water body

(c) Rarity of any species of flora, fauna or of habitat type associated with the water body

(d) Range and intensity of uses and values of the water body

(e) Conflicts between uses and values of the water body

(f) Existing condition of the water

(g) Risk of adverse effects on the existing condition of the water

EXPLANATION AND REASONS:
It is desirable to classify the important water resources of the region to give clear management objectives for water quality and acceptable limits for adverse effects of discharges to water. The limits provide reasonably certain standards for water quality maintenance that may be refined over time.

METHODS OF IMPLEMENTATION:
(i) In relation to significant catchments, the Council will investigate and assess present water quality, public uses and values for water quality, and risks to present water quality.

(ii) The Council will develop policies and rules in regional plans to classify significant water bodies by water quality classes and standards and to require new and existing discharges to comply with relevant standards.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Maintenance or enhancement of water quality for specified uses and values in significant water bodies.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed condition of water in significant water bodies affected by point source discharges.

Implements Objectives 10.1, 10.2, to address Issue 10.1.
Related policies are Policies 9.8, 10.2.

Policy 10.2

Council will require that the adverse effects of any discharge of contaminants on existing water quality are avoided, remedied or mitigated where there is no water classification.

EXPLANATION AND REASONS:

Council will ensure that existing water quality is not significantly adversely affected by discharges of contaminants where there is no water classification. This provides an approach to managing discharges until water classifications specify the acceptable limits of adverse effects. Where there is a classification, Council will allow discharges to alter water quality as long as relevant water quality standards are complied with.

METHODS OF IMPLEMENTATION:

(i) Council will develop policies and rules in regional plans and make decisions on resource consent applications to require that the adverse effects of any discharge on either existing water quality or until method (ii) of policy 10.1 is implemented, be avoided remedied or mitigated.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Maintenance of water quality for specified uses and values in water bodies affected by point source discharges.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed condition of water in water bodies affected by point source discharges.

Implements Objectives 10.1, 10.2, to address Issue 10.1.
Related policy is Policy 10.1.

Policy 10.3

The Council will seek to avoid, remedy, or mitigate adverse effects of the discharge of contaminants to air.

EXPLANATION AND REASONS:

Decreasing the quality of air through the discharge of particulate or gaseous contaminants (including smoke, dust, carbon monoxide odours) can have considerable impact on human health and amenity values on the environment. The Council will manage the effects of discharges to air so that air quality is maintained or enhanced.

METHODS OF IMPLEMENTATION:

(i) The Council will continue to investigate and monitor air quality to improve its understanding of air quality issues in the District.

(ii) The Council will promote and advocate adoption of appropriate technology and discharge practices to air, including practices that are the best practicable option to reduce any adverse effect on the environment.

(iii) The Council will investigate the use of incentives to encourage appropriate domestic burning and heating practices under method (ii).

(iv) The Council will develop policies and rules in regional plans and make decisions on resource consent applications to require contaminant discharges to air to adopt the best practicable option to prevent or minimise any actual or likely effect on the environment.

(v) The Council will investigate and, where appropriate, require any financial contribution in respect of the discharge of any contaminant, in order to offset adverse environmental effects and to act as a disincentive for such discharge activities.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced extent or risk of contamination of the air from contaminant discharges.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed condition of air quality affected by discharges to air.

Implements Objectives 10.1, 10.2, to address Issues 10.1, 10.3.
Related policies are Policies 6.4, 10.6.

Policy 10.4

Council will avoid, remedy, or mitigate adverse effects of the disposal of solid or liquid waste contaminants, by seeking land disposal of such wastes where it is the best practicable option.

EXPLANATION AND REASONS:

In most situations, land-based disposal of wastes will be a preferred disposal option because surface water contamination risks are likely to be significantly less than with discharges to water. Land disposal system design and operation must also account for adverse effects on groundwater or the soil and such systems must avoid, remedy or mitigate contamination risks to an acceptable degree. Any discharges of waste to water must be treated to a standard that avoids significant contamination beyond a reasonable mixing zone.

METHODS OF IMPLEMENTATION:

(i) The Council will promote and advocate adoption of appropriate discharge practices to land and water, including practices that are the best practicable option to remove or reduce any adverse effect on the environment.

(ii) The Council will develop policies in regional plans and make decisions on resource consent applications to require waste contaminant discharges to water including agricultural, industrial and sewage discharges, to adopt the best practicable option to prevent or minimise any actual or likely adverse effect on the environment.

(iii) The Council will investigate and, where appropriate, require any financial contribution in respect of the discharge of any contaminant, in order to offset adverse environmental effects and to act as a disincentive for such discharge activities.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced extent or risk of contamination of soil or water from waste contaminant discharges.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed condition of water bodies affected by point source discharges of significant waste contaminants.

(ii) Reported incidence and severity of adverse effects resulting from contaminant discharges.

Implements Objectives 10.1, 10.2, 10.4, to address Issues 10.2, 10.5.
Related policy is Policy 10.9.

Policy 10.5

Council will reduce the risk of emergency discharges to land, water, or air by:

(i) requiring development of contingency plans where any activity:
(a) includes the generation, use, storage, or discharge to air, land or water of any contaminant, and

(b) requires a resource consent under the Act or any plan to authorise the activity; and

(ii) implementing a pollution response procedure to emergency discharges.

EXPLANATION AND REASONS:

Emergency discharges arise from accidental failure to contain contaminants and control their escape onto land or into water or air. Significant damage to ecosystems may result from such discharges. Avoiding or limiting the possible effects of emergency discharges is better than attempting to clean up after an emergency.

METHODS OF IMPLEMENTATION:

(i) The Council will promote and advocate to industry the development of site contingency plans to avoid, remedy or mitigate the likely adverse effects of any emergency spills or other discharges.

(ii) The Council will develop and follow a pollution response procedure, when emergency discharges occur, including requiring cleaning up and recovering costs.

(iii) The Council will develop policies and rules in regional and district plans and make decisions on resource consent applications to require the preparation and maintenance of a site contingency plan to prevent, avoid, remedy or mitigate the potential adverse effects of any emergency discharge of any contaminant from any site or facility that otherwise requires a resource consent.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced risks and effects of emergency discharges of significant contaminants.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence and severity of damage or harm to people and ecosystems arising from emergency discharges.

Implements Objectives 9.7, 10.1, 10.2, to address Issues 9.7, 10.1, 10.2.
Related policies are Policies 10.2, 10.9.

Policy 10.6

Council will where practicable avoid, remedy or mitigate the adverse effects of diffuse source discharges of particulate, chemical, nutrient and microbial contaminants on the quality of soil, water and air resources.

EXPLANATION AND REASONS:

Diffuse source contaminant discharges to the environment arise from many minor discharges over an area and these may collectively significantly degrade the quality of soils, water or air, and adversely affect animal and plant communities and human health. Because of the varied nature of these discharges and their effects, and the practical difficulty of direct management, it is important to make the community aware of the significance of this form of contamination.

METHODS OF IMPLEMENTATION:

(i) Council will investigate and monitor the relationship between environmental processes and land use activities to better understand the processes and effects of non-point source contamination on water quality.

(ii) The Council will provide incentives where appropriate to encourage appropriate land use practices under Method (i).

(iii) The Council will develop policies and rules in regional and district plans and make decisions on resource consent applications to require where appropriate the avoidance or limitation of particulate, chemical, nutrient and microbial contamination of soil, water and air in connection with land use.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Over time, reduced environmental contamination that is attributable to diffuse source discharges.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed extent of uptake of good practice information regarding rural and urban discharges that contribute to diffuse source contamination.

(ii) Surveyed condition of soil and water bodies that are affected by diffuse source discharges.

(iii) Reported incidence and severity of adverse effects resulting from contaminant discharges.

Implements Objectives 7.3, 9.7, 10.1, 10.2, to address Issues 9.7, 10.2, 10.3.
Related policy is Policy 9.7.

Policy 10.7

The Council will manage the legacy of contaminated sites in the District.

EXPLANATION AND REASONS:

Contaminated sites create significant contaminant risks for land and water quality, with associated ecosystem and public health effects, and loss of land and water use opportunities. There is a need to understand and deal with the risks posed by contaminated sites. There is a need to better identify potentially contaminated sites so that risks are known and are able to be reduced.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate or encourage landowners to investigate known types and locations of contaminated sites to:

(a) define their location and extent; and

(b) assess the contaminant effects and risks; and

(c) assess options for remediation or cleanup; and

(d) assess priorities for further investigation, assessment, remediation, enforcement or other actions; and

(ii) Council will develop and encourage landowners help in developing a public register of known contaminated sites, and sites which may be potentially contaminated through association with land use activities which are known to have a high probability of causing site contamination.

(iii) The Council will, within established priorities:

(a) provide appropriate funds or other resources to undertake further assessment and remediation of contaminated sites; and

(b) require liable parties to undertake such assessments and remediation actions; and

(c) develop policies and rules in regional and district plans and make decisions on resource consent applications to regulate land and water use activities on or over actually or potentially contaminated sites, including sites in post-remediation condition, in order to reduce safety and other risks to people and ecosystems.

(iv) The Council will continue to seek the establishment of a co-ordinated and adequate programme for the remediation of the chemically contaminated sites at Mapua, in conjunction with the government and the land-owning companies concerned.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Better known and reduced risks of land and water contamination from contaminated sites in the District.

PERFORMANCE MONITORING INDICATORS:

(i) Proportion of registered contaminated sites assessed as requiring remedial action.

(ii) Proportion of contaminated sites subject to completed remedial action.

Implements Objectives 10.4, 11.4, to address Issues 10.4, 11.4.
Related policies are Policies 10.9, 11.7.

Policy 10.8

The Council will seek to minimise the generation of all forms of wastes, particularly hazardous wastes.

EXPLANATION AND REASONS:

Waste minimisation involves reducing the amount of waste requiring disposal, by allowing the reuse of waste materials, recycling of wastes to form usable products, or recovering usable materials from waste streams. Greater rates or volumes of waste mean more effort is needed in treating or disposing of wastes. Avoiding or limiting the production of wastes may lessen the likelihood of eventual contamination from wastes. Waste minimisation may help in using resources in a more efficient manner, for example, land space for waste storage and disposal, or the gaining of materials or energy that are otherwise useful in the production of goods or services. Hazardous wastes may have significant adverse effects on the environment in relatively small quantities and so are an important target for minimisation efforts.

METHODS OF IMPLEMENTATION:

(i) The Council will review its own corporate waste generation practices and adopt waste minimisation methods as under Method (ii).

(ii) The Council will gather information on appropriate opportunities or methods to minimise waste generation, in accordance with the following hierarchy of measures, and will advocate and promote the uptake by waste generating industrial, commercial, domestic and service activities of these measures:

(a) avoidance of waste generation;

(b) reduction in volumes of waste streams;

(c) reuse of waste generated at all stages of product processing;

(d) recycling of confirmed wastes;

(e) recovery of resources from wastes;

(f) compliance with the Act, plans, and consents in appropriate disposal of residual wastes;

such uptakes to incorporate use of the following methods:

(a) waste audits of sites or operations;

(b) use of cleaner technologies in industrial or commercial processing operations;

(c) use of networks for exchange or sale of reusable or recyclable wastes or materials;

(d) use of user charges for Council's solid waste collection and disposal services that take into account long-run public costs of collection and disposal, including the costs of assuring reduced contamination risks, and so provide appropriate signals that encourage waste minimisation measures.

(iii) Council will prepare a waste management strategy for the District consistent with the hierarchy and methods in method (ii).

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Over time, reduced volumes of waste streams, including solid and hazardous wastes, that require storage, treatment or disposal.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed uptake of waste minimisation measures by waste producers.

(ii) Surveyed changes in waste stream volumes entering residual waste storage, treatment or disposal destinations.

Implements Objectives 10.3, 10.4, 11.4, to address Issues 10.5, 10.6, 11.4.
Related policies are 10.9, 11.7.

Policy 10.9

The Council will ensure that environmental contamination from the storage, treatment or disposal of wastes, particularly hazardous wastes, is avoided, remedied or mitigated.

EXPLANATION AND REASONS:

Contamination of groundwater, surface waters, soils and air may adversely affect the quality of these resources for a range of uses and values, and may pose risks to healthy animal and plant communities and people. Many sites previously used for waste disposal, such as tips and reclamations, are now contaminated sites because of inadequate recognition of the risks or management of disposal practices. A wide range of wastes may be hazardous to the environment in relatively small amounts and their storage, treatment or disposal may need special attention or effort.

METHODS OF IMPLEMENTATION:

(i) The Council will monitor specific waste streams that may significantly contribute to solid or hazardous waste volumes requiring storage, treatment or disposal, including waste industrial chemicals, waste agrichemicals and bulk organic wastes.

(ii) The Council will maintain a network of appropriately authorised and managed facilities for receiving, sorting, storing and disposing of solid wastes, including transfer stations and landfills.

(iii) The Council will establish and maintain a secure facility for the receiving, sorting and storing of waste agrichemicals.

(iv) The Council will develop policies and rules in its regional and district plans and make decisions on resource consent applications to regulate the establishment, operation and post-closure effects of landfills and transfer stations, and will have particular regard to the need to reduce environmental contamination risks from all such activities.

(v) The Council will pursue compliance with the Act, plans or consents in dealing with all unauthorised disposal of wastes, particularly hazardous wastes.

(vi) The Council will support national strategies for the tracking of hazardous substances.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Better known and reduced risks of environmental contamination from sites of waste storage, treatment or disposal including sites dealing with hazardous wastes.

PERFORMANCE MONITORING INDICATORS:

(i) Surveyed degree of authorisation (including compliance) of waste storage, treatment and disposal sites or facilities.

(ii) Assessed nature and significance of contamination risks arising from sites or facilities as under Indicator (i).

Implements Objectives 10.1, 10.2, 10.4, 11.4, to address Issues 10.5, 11.4.
Related policies are Policies 10.7, 10.8, 11.7.

11.0 ENVIRONMENTAL HAZARDS

11.1 Introduction

The Tasman District is situated in a geologically active part of New Zealand and a number of natural processes or occurrences continue to affect the location and physical stability of land and its possible inundation by floodwaters or seawaters. These occurrences include:

(i) ground shaking, rupture along faults, ground subsidence through differential settlement or liquefaction, caused by earthquakes;

(ii) slope instability or failure of natural slopes, and other erosion processes, and downslope deposition or sedimentation, through gravity, rainwater or earthquakes;

(iii) flooding of land adjacent to rivers or the sea by river waters, stormwaves or tsunami (tsunami are generated by earthquakes);

(iv) permanent inundation of land through river bank or coastal erosion.

These geologic or climatic processes or occurrences become natural hazards to human settlements or occupation of land when they cause damage or harm to property or people. Fire is another type of natural hazard that arises where flammable vegetation and buildings are too close to each other. Other natural hazards such as geothermal or volcanic activity do not occur in Tasman District. Drought is addressed as a water resource issue in the section on water resources.

In addition to natural hazards, there are significant risks to people's health and safety that may be generated by the use, storage, transport or disposal of hazardous substances. Such substances are hazardous because of their explosive, flammable, toxic or noxious chemical nature and can damage or harm people or ecosystems. Hazardous substances need special care in their storage, use, transport and disposal relative to other

substances because of these environmental risks. The management of waste hazardous substances (hazardous wastes) is addressed in the contamination and waste section of the Tasman Regional Policy Statement.

The Act allows the Council to address in the Tasman Regional Policy Statement, the avoidance or mitigation of natural hazards and the avoidance or mitigation of the effects of storage, transport, use and disposal of hazardous substances. These matters are all described in this section as types of environmental hazards, as there are similar aims and methods in dealing with such issues.

The following are considered to be significant environmental hazards issues in the District:

(i) the avoidance or mitigation of flooding;

(ii) the avoidance or mitigation of coastal erosion;

(iii) the avoidance or mitigation of slope instability, ground shaking or failure from earthquake and erosion processes;

(iv) the avoidance or mitigation of the adverse effects of storage, use, transportation and disposal of hazardous substances;

(v) the avoidance or mitigation of coastal erosion and effects of sea level rise.

11.2 Environmental Hazards Issues

Issue 11.1

AVOIDANCE OR MITIGATION OF FLOODING

Flooding from rivers is the most likely, widespread and damaging type of natural hazard in the District. By contrast, coastal erosion is a more localised hazard and earthquake hazards are much less frequent than floods (but could be extremely damaging).

Rainfall intensities that are sufficient to produce flood events are possible over all of the main catchment areas of the District, and such events are relatively regular. Most of the river systems are rather short with rapidly draining headwaters, and this results in a relatively short warning time from the onset of heavy rainfall until possible flooding. Historical flooding has affected floodplain areas on the Aorere, Takaka, Motueka, Riwaka, Moutere, Waimea and Buller river systems. While removal of indigenous forest cover over large parts of the catchments has increased the rates of runoff, most of the steeper, headwater areas remain well vegetated. As well, before the development of the District, most river systems were naturally lowering or degrading their channels and this trend has continued, and has been accelerated by river gravel removal in some river channels.

Historical floods are not well recorded earlier than the 1950's but since then, improved methods of recording flood events and hydrological data by the former catchment boards have provided information to predict flood frequency. Flood features such as depth, velocity and duration are not well known in most areas. Lower reaches of the Takaka, Motueka, Riwaka and Waimea Rivers are protected to variable standards from flooding by schemes of works including stopbanks, floodways and channel improvements. These structural alterations to rivers and floodplains increase the water carrying efficiency and are able to contain floods up to a certain size. The maintenance of river channels and floodways is an ongoing activity and expense.

There are several options or methods for avoiding or mitigating flooding hazards. Avoidance or mitigation can be achieved by:

(i) keeping floodwaters away from people or built development;

(ii) keeping people and built development away from floodwaters;

(iii) providing information about flood risks, including flood warnings, undertaking emergency responses to flood events, and providing insurance or financial assistance to flood victims.

Historically most efforts have been put into the first option in the District through the development of flood control works. Many of the current structures are several decades old and may provide limited and differing standards of flood protection. There is a significant expense for adequate maintenance and upgrade that has been recently aggravated by withdrawal of government assistance. As well, flood control works have fostered a sense of security from or indifference to flood risks by floodplain dwellers and development has intensified adjacent to flood control works. Often natural floodways have been built on or developed. Gravel removal from river beds such as the Motueka or Waimea Rivers and their tributaries has accelerated the lowering of the beds and may put at risk the integrity of stopbank and bank protection works. There is a need to maintain or upgrade flood control structures in combination with other flood mitigation options in order to provide a comprehensive and cost-effective approach to flood mitigation.

The option of restricting built development in floodplain areas that are flood-prone has been pursued in previous district plans for Takaka and Motueka floodplains. Minimum floor level requirements and restrictions on the type or intensity of built development have been included in rules in association with flood zones or areas within which restrictions apply. Often building restrictions in flood prone areas are of limited effectiveness, especially in large floods, and damage inevitably occurs to public as well as private properties that is not able to be protected, such as roads, utility services, plantings and livestock. Under the Resource Management and Building Acts, subdivision and building consents cannot be issued where the land affected by the subdivision or building is subject to flooding and the development may worsen the effects of the flooding, unless the building or the land is satisfactorily protected.

Existing development in flood prone areas constitutes the most significant concern as while the Council has powers to limit the continuation or intensification of development in such areas, this may not be acceptable. Yet there may be questions of Council liability where there is a significant flood risk in areas where development has been approved without protection.

There is a need to provide the community with flood risk information including flood warnings, and to undertake flood emergency responses and cleanups of community assets.

Addressed by Objectives 5.2, 8.1, 11.1 and Policies 5.2, 8.1, 11.1, 11.3.
Related issues are Issues 5.2, 8.1.

Issue 11.2

AVOIDANCE OR MITIGATION OF COASTAL EROSION

Coastal processes are active in the District. Both erosion and build up (accretion) of soft or sandy shorelines are evident, with erosion particularly prevalent along many stretches of Golden Bay and parts of Tasman Bay to Waimea Inlet. Hard or rocky shorelines along the north West Coast and the Abel Tasman coast from Tarakohe to Marahau are relatively stable.

Coastal sand erosion occurs when the long-term supply of sand to the beach is less than the movement or removal of coastal sediment from the beach by tidal, current and storm movements, in either off-shore or longshore directions. Many sandy coasts are constantly changing in their shape and location as part of the natural process of sea influences. Evidence of coastal erosion is usually seen after significant storm events. That is, most erosion occurs in discrete episodes. Sand held in the beach or dunes contributes to the maintenance of beach position and is an important buffer against further beach erosion. Built development on the foredune may limit its availability for this purpose.

By contrast some coastal areas are sedimenting or building up, usually with sandy sediment derived from catchment or longshore sources. There are estuaries at Marahau, Kaiteriteri, Riwaka and Motueka that are particularly active in this regard.

There are similar options for avoiding or mitigating coastal hazards, as with flooding hazards. The historical option of protecting the coastline by structural means has resulted in adverse alterations to the beach and its vulnerability to future erosion, particularly by the removal of sand. In some places, structural protection appears to be effective at present. The issue is that coastal protection works are expensive and the knowledge of their effects on erosion or other coastal values requires significant investigation. The ultimate effectiveness of structural protection in the light of sea level rise is questionable.

The avoidance of development on active coastlines, to maintain a buffer area for active processes is a precautionary option. Rules have been used to restrict coastal development in Golden Bay and parts of Tasman Bay, for reasons that include avoiding coastal erosion risks. Issues with this option are the conflicts arising from limiting the opportunity to develop private property on the coast, and the pressures to allow structural protection to proceed where coastal erosion threatens such developments. There is a need to decide on the necessary extent of coastal land as a buffer area or strip for future erosion processes, and on which new development is restricted.

Addressed by Objectives 5.2, 9.5, 11.1 and Policies 5.2, 9.7, 11.2, 11.3.
Related issues are Issues 5.2, 9.7.

Issue 11.3

EFFECTS OF SEA LEVEL RISE

The influence of sea level rise on rates of coastal erosion in the District is a significant issue. International research indicates that global greenhouse effect is likely to result in warming of the atmosphere and a rise in sea level through polar ice melting and thermal expansion of the sea. Estimates in 1990 of the rate of rise of global temperatures have been translated into likely rates of sea level rise for New Zealand of between 7-25 centimetres by the year 2025 and between 17-50 centimetres by the year 2050, although there is continuing scientific debate about a relationship between atmospheric conditions and sea-level. Significant uncertainties are acknowledged as being likely to alter these or any more recent estimates of rates of sea level rise . The possible implications for the District's sandy beaches and estuaries are an increase in the extent and rate of erosion of these areas, with landward movement of the sea at all areas where there is currently erosion, as well as over areas currently stable. The erosion threat from sea level rise together with current erosion trends along both Golden Bay and Tasman Bay strongly suggest the need to avoid further development in a wide buffer area of vulnerable coastal land. Current developments that have sought to protect themselves by structures are likely to be eventually overwhelmed or outflanked.

The implication of sea level rise are wider than just accelerated erosion or inundation of land, and include:

(i) change to the nature of shoreline habitat, especially the margins of estuaries and other intertidal areas;

(ii) retreat or re-shaping of beach systems;

(iii) change to salinity in the lower reaches of rivers and aquifers.

Addressed by Objectives 5.2, 9.5, 11.1 and Policies 5.2, 9.7, 11.2, 11.3.
Related issues are Issues 5.2, 9.7, 11.2.

Issue 11.4

AVOIDANCE OR MITIGATION OF LAND INSTABILITY AND STRUCTURAL RISKS FROM SLOPE OR GROUND FAILURES AND EARTHQUAKE SHAKING

Slope instability is a hazard to built development including roads and services in a number of areas in the District. Slope failure processes such as slumps or earth flows may also adversely affect the productive use of land by burying soils and exposing poorly productive subsoil. Hazardous areas are present in the lower foothills of the

Barnicoat Range east of Richmond; and areas of Separation Point Granite terrain west of Motueka and in parts of Golden Bay adjacent to Pohara. Elsewhere in the District, rainfall runoff on steeper, weaker slopes may result in soil particle movement, particularly where natural slopes have been modified by earthworks such as tracks or soil disturbance by mechanical methods of vegetation removal. In these latter situations, the natural process is less of a hazard to property or people, but does have adverse effects on soil productivity and fresh water and coastal water quality and aquatic life.

Earthquakes may trigger slope failures but have a range of other significant adverse effects. The District lies in an active earthquake (seismic) region of the country and moderate to strong earthquake shaking has occurred since European settlement. An active fault zone extends along the eastern hills of the Waimea Basin and is linked with the Alpine Fault system. There are other active faults in the District. Earthquakes are deep earth movements, resulting in ground shaking and rupture or surface movement along fault lines. The intensity of ground shaking depends on a number of factors including depth of the earthquake, the amount of energy released, the distance from the epicentre and the nature of ground conditions (strength and density of rock or soil). Buildings on soft, unconsolidated soil or saturated ground may experience more intense shaking effects than on dense bedrock and consolidated ground. Motueka and Takaka are relatively more vulnerable to shaking effects, as they are sited on poorly consolidated gravels and silts. Richmond is sited on more consolidated clay-bound gravels. While surface rupture is possible along the Waimea Fault east of Richmond, the frequency of movement and hence the likelihood of future earthquakes associated with further movement is not well known. There are active fault traces in the St Arnaud and Upper Buller areas on which movement is possible.

Liquefaction of saturated, fine grained sediment is possible in intense earthquake shaking. Settlement of areas of unconsolidated ground may also occur. A number of coastal settlements are sited on this type of ground. Tsunami or sea waves may occur in Tasman Bay or Golden Bay as a response to earthquake centres either close to or distant from the District. Tsunami may inundate low lying areas in either bay.

Damage to structures including buildings, roads and other services is possible from shaking, fault rupture, or other ground failures including slope instability, settlement or liquefaction.

Approaches to avoiding or mitigating earthquake and slope instability hazards are similar to those that may be applied to other natural hazards. However, with earthquakes, the effects may be mitigated but cannot be avoided. The Building Code prescribes building performance criteria for structural stability, including the ability to withstand earthquake shaking. There is a need to define the maximum credible earthquake intensity for the various parts of the District for use in ensuring stability through building consents. As well, there is a need for the identification of areas that may be susceptible to fault rupture or other significant ground failures. Restricting built development in such areas may help to limit damage to community facilities and private property in the event of earthquakes. Information on slope instability and earthquake hazards can be developed and made available to the public and can help the Council's civil defence efforts in emergency response planning.

Addressed by Objectives 5.2, 11.1 and Policies 5.2, 11.4.
Related issue is Issue 5.2.

Issue 11.5

AVOIDANCE OR MITIGATION OF RISKS OF FIRE

Fire is a threat to natural environment, property, livestock, forests, and human lives. Fire fighting capability can be limited by access, especially in rural areas. Some fires may occur naturally; the majority are a consequence of human activities.

There is a need to minimise the potential impact of uncontrolled fires, without unduly restricting the use of fire in legitimate household and rural land management practices. In some cases, the need to keep land clear of flammable vegetation may conflict with the use of vegetation for erosion control or for aesthetic reasons.

Addressed by Objective 11.3 and Policy 11.6.
Related issue is Issue 5.4.

Issue 11.6

AVOIDANCE OR MITIGATION OF RISKS FROM HAZARDOUS SUBSTANCES STORAGE, USE, DISPOSAL SITUATIONS

Hazardous substances include materials that are hazardous, flammable, toxic or chemically active, and that may damage or cause harm to the health or safety of people or ecosystems. A wide range of such materials is imported into the District, and stored or used in industrial, service or rural situations, including petroleum products, industrial chemicals, pharmaceuticals and agrichemicals. Many household products may be hazardous. Various pieces of legislation currently require their safe storage, use and transport. Various voluntary codes of practice guide industrial operators in safe handling and use. The forthcoming hazardous substances and new organisms legislation is intended to refine the national processes by which hazardous substances are approved for use and subsequently managed. When hazardous substances are no longer required or wanted they become hazardous wastes and their environmental contamination may become even more significant.

Issues in the District include the poor state of knowledge of the introduction, transport, storage, use and disposal of many hazardous substances, including hazardous wastes. Previous surveys have estimated significant tonnages of hazardous substances in use annually in the District that are not consumed in use and that require treatment or disposal. There is a need to assess risks of site usage or storage as part of land use activities, including the likely effects of contingency events such as accidental spillage, fire or flooding. Performance requirements for such hazardous sites or installations may be necessary. There is a also a need to minimise the generation of hazardous wastes and to establish safe treatment and disposal methods.

Addressed by Objective 11.4 and Policy 11.7.
Related issues are Issues 10.2, 10.5, 10.6.

11.3 Environmental Hazards Objectives

Objective 11.1

Reduced risks arising from flooding, erosion, inundation and instability and earthquake hazards.

REASONS:

Flooding, erosion, land instability and earthquakes are significant natural hazards with potentially damaging effects on communities, buildings, land and other resources. There is a need to minimise the potential adverse effects from these processes and events.

Addresses Issues 5.2, 8.1, 9.7, 11.1, 11.2, 11.3, 11.4; achieved by Policies 5.2, 8.1, 9.7, 11.1, 11.2, 11.3, 11.4.
Related objectives are Objectives 5.2, 8.1, 9.5, 11.2.

Objective 11.2

Efficient reinstatement of utility services after damage by environmental hazard.

REASONS:

Hazard events of different severity may require different levels of response e.g. immediate repair, temporary alternatives, new facilities. Normal methods of response may not be available e.g. roads disrupted, fuel limited.

Addresses Issues 11.1, 11.2, 11.4, 11.5, 11.6; achieved by Policy 11.5.
Related objectives are Objectives 11.1, 11.3, 11.4.

Objective 11.3
Reduced risks of fire to natural and built resources, from the use or development of land.

REASONS:
There is a need to allow for controlled use of fire while avoiding the consequences of uncontrolled fire, especially in rural areas.

Addresses Issues 5.2, 11.5; achieved by Policy 11.6.
Related objective is Objective 5.2.

Objective 11.4
Reduced risks arising from storage, use or disposal of hazardous substances.

REASONS:
Hazardous substances may have significant adverse effects on public safety and health and on environmental contamination where they are inappropriately stored, used or disposed of. There is a need to minimise the potentially damaging effects of hazardous substances on people, animals and plants.

Addresses Issues 6.5, 7.3, 9.7, 10.4, 10.5; achieved by Policies 10.4, 10.7, 10.8, 10.9.
Related objectives are Objectives 7.3, 10.4.

11.4 Environmental Hazards Policies and Methods

Policy 11.1
The Council will seek to reduce risks to communities in relation to land use and development on floodplains that are subject to flooding.

EXPLANATION AND REASONS:
Land use activities on parts of floodplains may be exposed to damage from floods. Public costs may be incurred through damage to community facilities and services as well as private property. There is a need to minimise the potential adverse effects of floods on communities and individuals.

METHODS OF IMPLEMENTATION:
(i) The Council will:

(a) investigate and collect information on flood hazards and make it available to the public including information on the relationship between land use practices and the rate of stormwater run-off from land;

(b) assess the significance of flooding risks and the options available to reduce these risks.

(ii) The Council will maintain existing flood protection works and promote new works provided they are economically worthwhile and contribute to a comprehensive approach to floodplain management.

(iii) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to regulate the use and development of land on floodplains where such regulation is necessary to avoid, or mitigate the extent or degree of exposure to flooding.

(iv) The Council will maintain a flood-warning system to enable effective responses to actual or potential flood events.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced incidence of damage to property or harm to people on floodplains subject to flooding.

PERFORMANCE MONITORING INDICATORS:

(i) Reported incidence of flood damage or harm where there are structural measures, development restrictions or flood-warning measures in place.

Implements Objectives 5.2, 8.1, 11.1, to address Issues 5.2, 8.1, 11.1
Related policies are Policies 5.2, 8.1.

Policy 11.2

The Council will seek to reduce risks:

(i) to the use and development of land subject to erosion, inundation or instability; and

(ii) to the use and development of any other land that may be affected as a result of such erosion or instability;

EXPLANATION AND REASONS:

Erosion and land instability may occur in coastal, riverside or other inland locations where natural processes or events result in ground shifting or being removed. Public costs may be incurred through damage to community land or services as well as private property. There is a need to minimise the potential adverse effects of erosion and land instability on communities and individuals.

METHODS OF IMPLEMENTATION:

(i) The Council will:

(a) investigate and collect information on coastal erosion and land instability processes and hazards; and

(b) assess the significance of coastal erosion and land instability risks and the options available to reduce these risks.

(ii) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to regulate the use and development of coastal land in areas subject to coastal erosion and inundation, and of other land subject to slope instability, or ground subsidence, where such regulation is necessary to avoid, remedy or mitigate the effects of these hazards.

(iii) The Council will consider providing assistance for existing developments to relocate or to protect themselves in situations where it is satisfied the community risks are significant.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced incidence of damage to property or harm to people from coastal erosion, slope instability or other forms of erosion.

PERFORMANCE MONITORING INDICATORS:

(i) Reported incidence of damage or harm from instability and erosion where there are structural measures or development restrictions in place.

Implements Objectives 5.2, 8.1, 9.5, 11.1, to address Issues 5.2, 8.1, 9.7, 11.1, 11.2, 11.4.
Related policies are Policies 5.2, 8.1, 11.1, 11.3, 11.4.

Policy 11.3

Council may allow activities at risk from flooding or land instability provided that:

(i) the activity does not cause risk to the land itself, or to other people, land or natural values; and

(ii) the person carrying out the activity is aware of the risk; and

(iii) that person carries responsibility for risk management, including the costs of any protection.

EXPLANATION AND REASONS:

Activities may be established in areas at risk from natural hazards and so suffer damaging effects or aggravate such effects on other activities or resource values. Where the risks are known, and the effects of natural hazards are confined to an activity, then the Council may permit such development activity.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications to:

(a) specify the requirements and standards for risk reduction including avoidance of risk to activities and resource values, in areas subject to natural hazards; and

(b) consider allowing development activities in such areas subject to such requirements and standards for risk reduction.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced likelihood of damage to land, resources or assets or harm to people from flooding or land instability.

PERFORMANCE MONITORING INDICATOR:

(i) Reported incidence of damage or harm from flooding or instability where there are requirements or restrictions on development activities in place.

Implements Objectives 5.2, 8.1, 9.5, 11.1, to address Issues 11.1, 11.2, 11.4.
Related policies are Policies 5.2, 8.1, 11.1, 11.3, 11.4.

Policy 11.4

The Council will seek to reduce risks to people, structures and land from the effects of earthquake shaking and ground movement.

EXPLANATION AND REASONS:

Earthquakes may cause ground to shake and shift, and to move along fault lines. Earthquakes may damage buildings and land, and be a danger for the public at large. There is a need to minimise the adverse effects of earthquake shaking and ground movement on communities and individuals.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate earthquake hazards and assess the significance of risks to people, structures and land.

(ii) The Council will develop policies and rules in the District Plan and make decisions on resource consent and building consent applications to regulate locations and performance of buildings and other essential structures or services where such regulation is necessary to avoid, remedy or mitigate the effects of earthquake hazards.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced incidence of damage to property or harm to people from earthquake effects.

PERFORMANCE MONITORING INDICATORS:

(i) Reported incidence of damage or harm from earthquakes where development restrictions are in place.

Implements Objectives 5.2, 11.1, to address Issues 5.2, 11.4.
Related policy is Policy 5.2.

Policy 11.5

Council will establish principles for re-establishing utility services after damage by environmental hazard, to overcome threats to life and health, minimise waste of resources, and avoid further environmental damage.

EXPLANATION AND REASONS:

As the severity of an environmental hazard event increases, the range of Anormal@ response options is likely to decrease. Restoration of utilities needs to be based on priorities for life, health and safety. Adequacy, rather than convenience, may dictate immediate stages for various utilities If limited resources are to achieve the greatest result.

METHODS OF IMPLEMENTATION:

(i) Council will develop a set of environmental hazard contingency principles to apply to the re-establishment of utility services following any environmental hazard.

(ii) Council will advocate or apply these principles in responding to any emergency and in managing public utility assets.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Optimal reinstatement of utilities and containment of further environmental damage.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of damage to utility services from environmental hazards remaining following hazard events.

Implements Objectives 11.1, 11.2, to address Issues 11.1, 11.2, 11.3, 11.4, 11.5, 11.6.
Related policies are Policies 11.1, 11.2, 11.4, 11.6. 11.7.

Policy 11.6

Council will seek to reduce risks to people, property, land and ecosystems from fire.

EXPLANATION AND REASONS:

Fire is a hazard to both private and community assets. The risk should be reduced where practical.

METHODS OF IMPLEMENTATION:

(i) Council will investigate District Plan provisions to separate assets at risk of fire, from potential sources of fire, particularly in rural areas where fire control response times are greater than in urban areas and equipment may be less.

(ii) Council will advocate land use, development and management practices to reduce the risk of uncontrolled fire occurring or spreading.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced spread of fire from source areas.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of fires having serious damage to property and ecosystems.

(ii) The proportion of contained to uncontained fires.

Implements Objective 11.3, to address Issue 11.5.
Related policies are Policies 5.4, 6.4.

Policy 11.7

The Council will minimise risks to public safety, health and environmental contamination arising from the storage, transport, use, or disposal of hazardous substances.

EXPLANATION AND REASONS:

Hazardous substances may have significant adverse effects on public safety and health, and on environmental contamination where they are inappropriately stored, transported, used or disposed of. There is a need to minimise the potentially damaging effects of hazardous substances on people, animals and plants.

METHODS OF IMPLEMENTATION:

(i) The Council will investigate the storage, transport, use and disposal practices for hazardous substances and assess the significance of risks of hazardous substances and the options available to reduce these risks.

(ii) The Council will develop policies and rules in regional and district plans and make decisions on resource consent applications to regulate:

(a) the locations and performance of land use activities involving the storage, transport or use of significant hazardous substances;

(b) the contamination effects of the disposal of waste hazardous substances by discharges to land, water or air.

(iii) The Council will promote and advocate good practices in the storage, transport, use and disposal of hazardous substances where no rules or consents apply.

(iv) The Council will prepare and implement a "cradle-to-grave" tracking system for hazardous substances in the District, in accordance with requirements of the Hazardous Substances and New Organisms legislation when enacted.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced incidence of harm to people or ecosystems arising from the storage, transportation, use or disposal of hazardous substances.

PERFORMANCE MONITORING INDICATORS:

(i) Reported incidence of harm to people or ecosystems arising from the storage, transport, use or disposal of hazardous substances where there are management restrictions or good practice codes in place.

Implements Objective 11.4, to address Issue 11.6.
Related policies are Policies 10.8, 10.9.

12.0 OTHER SIGNIFICANT RESOURCE MANAGEMENT ISSUES

12.1 Introduction

The Council seeks to address in the Tasman Regional Policy Statement, two significant issues that involve the protection, use or development of a number of key resources, including land, water, and the coast. These issues are:

(i) Energy and the need for energy efficiency initiatives and appropriate allocation of resources to avoid, remedy or mitigate adverse effects on land, water, air through fuel mineral extraction, river and river bed disturbances for hydropower generation, and environmental contamination from fossil fuel use.

(ii) Transport and the need to manage the development of road networks, other transport modes to avoid, remedy or mitigate adverse effects on land uses including urban safety and convenience, use of land space, and on the safety and efficiency of the road network as the major transport system.

These issues are addressed in the following sections.

12.2 Energy Issues, Objectives, Policies and Methods

Introduction

The use of energy in all its forms in the District is vital to the wellbeing of the community and the maintenance and development of the District's economy. While Council has no direct management functions for energy resources, its responsibility for sustainable resource management means that the Council is interested in the protection, use, or development of resources that are in some way affected by the production, transmission, or use of energy. Resources include natural resources from which energy may be produced, such as flowing water, and physical resources such as sites or locations and facilities for energy production or transmission.

The Council is able to consider and address in the Tasman Regional Policy Statement, issues such as:

(i) any significant adverse effects of land uses that are associated with the production, transmission, or use of energy; or

(ii) any adverse effects of energy resource development on water, rivers, the coast or environmental contamination.

The District is endowed with a sunny and moderately windy climate, suitable for solar or wind power electricity generation. While hydropower electricity is produced at the Cobb power station and a few small-scale hydropower generating facilities, most of the District's electricity demand is met by the major South Island hydropower installations, through the national transmission grid. The national grid feeds electricity to the substation at Kikiwa, from where it is distributed to the Tasman, Nelson, Buller and Marlborough districts. The link to Kikiwa has finite capacity. The future cost of increasing supply to these four northern districts through additional national grid facilities is expected to encourage consideration of options for local production and distribution of electricity. Deregulation of the national supply and transmission monopolies could increase electricity prices, because of the relatively large distances involved in power transmission and the relatively small local markets.

The District imports petroleum fuels for transport and industrial uses, and coal for industrial and domestic heating. A feature of the local demand for petroleum fuels is the relatively higher proportion of diesel usage than in other areas, because of heavy haulage transport, particularly for forest products.

There are two significant energy issues that the Council considers need to be addressed in the Tasman Regional Policy Statement. They are:

(i) the environmental effects of energy resource development, particularly electricity generation; and

(ii) the need to promote efficient energy uses.

The environmental effects of using imported petroleum fuel, including its likely contribution to the greenhouse effect and associated climate change, has been considered by the Council. The Council recognises that fossil carbon in petroleum fuels passes into the atmosphere and is a significant contributor to the greenhouse effect. However, the effects of petroleum fuel use are a global issue. In the District, as in the country at large, there is no

easy substitute for petroleum fuels, therefore measures such as economic instruments or voluntary reductions may not be effective and may carry their own adverse social and economic effects. The Council believes that policy to encourage or influence the development of renewable alternatives to current hydrocarbon fuels, as well as policy to address present fossil fuel usage, is a government responsibility.

The pursuit of energy efficiency may result in a switch from one form of energy to another, increasing demand for that form of energy and potentially increasing the environmental effects of obtaining or using that form of energy.

Issue 12.1

ENVIRONMENTAL EFFECTS OF ENERGY RESOURCE DEVELOPMENT

The District has potential for the production of energy from a number of natural and physical resources. Conflicts may arise where there are other resource values that may be adversely affected by such development.

Electricity may be generated by hydropower, tidal, wind or solar power means, where, except for solar power generation, the kinetic energy of flowing water or air may be tapped. There are a few large rivers in the District with potential for significant hydropower generation, and many smaller waterways may be suitable for small-scale hydropower facilities to serve single properties or small communities. While water is a renewable resource, there may be a limited number of sites or locations from which to economically produce electricity. This applies to rivers and is likely to apply also to tidal power generation. Such sites are therefore a significant energy resource in association with the flowing waters.

However, most of the rivers and streams in the District having hydropower potential also support often significant wildlife, fisheries, scenic and other natural values. Most hydropower technologies, including run of the river methods of generation, interfere with flows by diversions or dammings and adversely affect such values. Reduced flows in river reaches may restrict habitat, and fish passage is usually difficult to achieve effectively. The visual effects of the reduced flows or of structures may also have significance. Tidal energy is a potentially significant source of electricity, however, there does not appear to be sufficient investigation to demonstrate feasible development at any site around the District's coastline.

There are long term tradeoffs to be made concerning the continued provision for natural or instream values associated with river or stream sites, and the uptake of such sites for hydropower generation. Increasing interest in hydropower generation in the District can be expected as a result of the deregulation of the electricity supply market.

Sites for wind power or solar power generation are also likely to be limited. Key effects are the visual and noise effects of large structures such as turbines, and the use of space for these facilities. Again some choices will need to be made about the extent and location of such activities.

Transmission of energy requires linear sites or corridors crossing a variety of land uses and parts of the coastal marine area. The visual effects of transmission structures and lines are a key issue. Continuity of such activities is an important consideration, and the Act protects lawfully established land uses where their effects remain similar in character, intensity and scale.

The question of relocation of transmission facilities could arise if an upgrade, replacement or duplication would have effects different from those of the existing facilities, taking the work outside the protection of the Act. The need for relocation would only arise for a transmission work requiring a resource consent or a requirement to designate land for the work. Relocation could only be implemented if an alternative location was available where the transmission line would have less adverse effects.

While there are no significant petroleum or coal resources in the District, there is potential for a significant stream of wood or other plant biomass for liquid or gas fuel conversion in the future. Already, significant quantities of wood waste are available and used for industrial heating. Co-generation or the joint production of heat and electricity, is a future possibility. Conversion of organic wastes such as stock effluent into biogas for heating or

even fuel purposes is also an option. The environmental performance of sites or plants for conversion or co-generation would need to be established, in order to manage contaminant discharges and other adverse effects.

Addressed by Objective 12.1 and Policy 12.1.
Related issues are Issues 7.2, 8.2.

Issue 12.2

PROMOTION OF EFFICIENT ENERGY USES

The Council has an interest in the promotion of efficient uses of energy where these are able to avoid, remedy or mitigate adverse environmental effects. As well, the achievement of energy efficiency may reduce the rates of growth of energy demand, and the need to establish new energy generation facilities or pursue options, together with their possible adverse effects.

Energy efficiency may be seen within a wider context than simply thermal efficiency, or the avoidance of heat loss. Energy efficiency can include the minimisation of energy costs embodied in resources that are needed to establish or maintain structures, settlements, transport networks or other developments. Energy efficiency in transport may involve choices between different fuels, or the location and form of transport networks, or transport mode (e.g. rail). Reductions in adverse effects such as environmental contamination (for example, smoke, waste heat) or the use of finite natural resources, as well as achieving community safety, health and convenience are all possible benefits of energy efficiency. There are strong connections between energy efficiency and waste minimisation aims and methods.

Achieving energy efficiency in built development may involve consideration of location, siting or design of buildings, and the use of materials or technology. Energy efficiency in transport may involve choices between different fuels or the location and form of transport networks, or transport mode (e.g. rail). The transport and urban development sections of the Tasman Regional Policy Statement address this issue.

While the national Building Code sets the performance requirements for energy efficient buildings, there is a need for wider promotion of voluntary energy efficient measures in all types of built development, particularly in buildings for industrial and domestic use, and including improving the energy efficiency of existing buildings. For new buildings, passive energy efficiency can be achieved through location and siting to the weather, and design features may take advantage of solar power or minimise the need for other forms of heating. Retrofitting or refitting existing buildings with new materials or methods of insulation or heat generation is an important area for promotion.

Addressed by Objectives 5.6, 12.2 and Policy 12.2.
Related issues are Issues 5.1, 7.1.

Objective 12.1

The use and development of natural and physical resources for the generation and distribution of energy, in a manner which is efficient and which avoids, remedies or mitigates any adverse effects on the environment.

Objective 12.2

Conservative and efficient use of energy, and reduced dependence on non-renewable energy resources.

REASONS:

Energy use and development is a necessary part of community wellbeing. There are opportunities for energy production, transmission, and use that are both efficient and able to be continued without significant adverse effects on natural and physical resources. The Council wishes to maximise uptake of such opportunities.

Addresses by Issues 12.1, 12.2; achieved by Policies 12.1, 12.2.
Related objectives are Objectives 5.6, 7.1, 8.2.

Objective 12.3

No risk of contamination from radioactive material or irradiating apparatus.

REASONS:

Use of radioactive material, principally as an energy generating source, is seen to have unacceptable contamination risks for Tasman District, and the presence of such material or of apparatus, particularly in connection with this use, is opposed.

Addresses Issue 12.3; achieved by Policies 12.3, 12.4.
Related objective is Objective 11.4.

Policy 12.1

The Council will seek to provide for the continuation of energy generation, transmission, or use opportunities, while avoiding, remedying or mitigating the adverse effects of such actions on natural, heritage and amenity values of resources.

EXPLANATION AND REASONS:

The Council recognises the need for continuity in energy supply. Council wishes to ensure that the limited stock of resources that may be required for or affected by energy production, transmission, or use is protected to an appropriate degree, where those resources also have important public uses or values.

METHODS OF IMPLEMENTATION:

(i) The Council will liaise with organisations and individuals having energy supply interests, in order to remain informed concerning national and local energy market conditions and outlook, and the long term options and implications for energy production within the District.

(ii) The Council will develop policies and rules in its regional and district plans and make decisions on resource consent applications to provide for appropriate energy production, transmission, or use activities, including hydropower electricity, that do not adversely affect natural, heritage and amenity resource values of resources, including instream values of water bodies and the natural character of the coastal environment.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Continuity of energy supply including electricity from either national or local sources.

(ii) Protection of significant natural values of water bodies, the coast and other significant resource values.

PERFORMANCE MONITORING INDICATORS:

(i) Assessed significance of changes to water bodies or other sites affected by energy generation, transmission, or use.

Implements Objective 12.1, to address Issue 12.1.
Related policies are Policies 5.1, 5.6, 7.4, 8.2, 12.2.

Policy 12.2

The Council will promote the use of energy efficient materials, technologies, designs and locations for buildings and developments.

EXPLANATION AND REASONS:

Energy efficient buildings and other developments avoid unnecessary energy use, provide economic benefits and so help to reduce the need for new energy sources or for building materials or other resources that may involve adverse environmental effects.

METHODS OF IMPLEMENTATION:

(i) The Council will advocate and promote methods of incorporating energy efficient materials, technologies, designs and locations into built developments and will liaise with organisations and parties having energy management interests.

(ii) The Council will develop policies and rules in the District Plan that require the consideration and incorporation of energy efficient features in built developments including, for example, continued access to solar energy.

(iii) (i) and (ii) apply to renovations as well as to new building, and include:
(a) lighting;
(b) insulation;
(c) heating and ventilation;
(d) passive solar design;
(e) appliances;
to the extent allowed by the Building Act.

(iv) The Council will act to pursue energy efficiency in its operations.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) An increased level of energy efficiency in built development.

(ii) Energy efficient building features that contribute to reduced environmental contamination or waste generation.

PERFORMANCE MONITORING INDICATORS:

(i) Rate of uptake of energy efficiency in built development.

(ii) The extent to which energy demand can be reduced, and the production outputs achieved with less energy consumption.

Implements Objective 12.2, to address Issue 12.2.
Related policies are Policies 5.1, 5.6, 12.2.

Policy 12.3

The Council will prohibit:

(a) the generation or use of radioactive material;

(b) the generation of energy from radioactive material or irradiating apparatus; and
(c) the transport, storage or disposal of radioactive material or waste;

in Tasman District except where:

(i) the transport, storage, or use of radioactive material, or the use of irradiating apparatus for medical, educational, or research purposes; or

(ii) the disposal of radioactive material or waste;

is undertaken in accordance with the Radiation Protection Act 1965.

Policy 12.4

The Council is opposed to the presence of nuclear powered or nuclear equipped vessels in the waters of the Tasman District.

EXPLANATION AND REASONS:

The use of radioactive material or irradiating apparatus is principally in connection with energy generation or supply, elsewhere in the world. Apart from particular medical, educational or research purposes, potential energy generation uses of such material or apparatii are considered to have unacceptable risks of contamination or other environmental damage in Tasman District. The Council will prohibit or oppose such uses or activities to the extent of its resource management powers.

METHOD OF IMPLEMENTATION:

(i) The Council will advocate to the government that energy-related uses of radioactive material or nuclear technology be kept out of Tasman District.

(ii) The Council will develop policies and rules in its district and regional plans and make decisions on resource consent applications to prohibit or restrict radioactive material and nuclear technology in activities within Tasman District in accordance with the policies.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Continued low or no risk of contamination or other environmental damage from radioactive sources.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of radioactivity from nuclear sources or technology present at any time in Tasman District.

Implements Objective 12.3, to address Issue 12.3.
Related policy is Policy 10.8.

12.3 Transport Issues, Objectives, Policies and Methods

Introduction

The land transport system is a network of roads, cycleways and walkways linking settlements in the District and providing an access service for a number of land transport modes, including private and commercial vehicles, heavy freight vehicles, passenger transport services, cyclists and pedestrians. The land transport system is a basic utility service and both the Council and Transit New Zealand fund its maintenance and development. The Council has an operative Regional Land Transport Strategy jointly with Nelson City Council for the purpose of the strategic management of the system.

Maritime transport services include local coastal shipping and passenger craft together with ports, wharves and points of landing on beaches for commercial and recreational vessels. The main ports in the District are at Motueka, Mapua, Tarakohe, Takaka and Collingwood with a variety of small facilities in variable states of service at other coastal locations. A number of navigational aids are sited at key coastal locations. The need to establish ownership and management priorities for these facilities and structures is a transitional issue for Council arising from its responsibilities as a harbour board.

Air transport services include the provision and operation of aerodromes at Motueka, Murchison and Takaka. Enhanced service provision including airport expansion is a service issue at Motueka.

Issue 12.4

SIGNIFICANT LAND TRANSPORT ISSUES

The Council is able to consider and address in the Tasman Regional Policy Statement, issues relating to the sustainable management of transport services as physical resources and public utility networks. The Council considers the following land transport issues as significant:

(i) The extensive nature of the road network of state highways and local roads in the District links many small centres and serves a range of private and commercial transport activities. The dispersed nature of the system requires significant effort to maintain and upgrade. Over one-third of Council's annual expenditure is directed to the roading system, the single largest expenditure activity; but less than one-half of this is government funded. The roading network services the transport needs of a wide range of activities, including forestry, horticulture, farming, and fishing product transport, commercial and commuter traffic and tourist travel.

(ii) Urban expansion in the main settlement areas of the District creates increasing travel demand for private cars, or for commercial traffic. This issue is addressed in the Urban Development section of the Tasman Regional Policy Statement.

(iii) Vehicle usage consumes significant amounts of fossil fuels with environmental emissions of carbon dioxide as a greenhouse gas, lead and toxic hydrocarbons. There does not appear to be an easy substitute fuel for road transport in the District or nationally. Vehicle emissions probably contribute to poor winter air quality in Richmond. Urban traffic on highway routes through centres such as Richmond, Motueka and Takaka constitute a noise nuisance.

(iv) The District's passenger transport services are virtually entirely commercial activities, and opportunities to consider the need for public funding for the passenger transport needs of the transport disadvantaged have not been pursued.

(v) Provision for urban or rural cycleways and walkways is not well developed in the District.

(vi) Road accidents continue to exact a miserable toll on many individuals in the community through inattention, speed, alcohol and hazardous roading situations.

(vii) Land use activities can have adverse effects on the operation and management of the road network.

Addressed by Objective 12.4 and Policies 5.6, 12.5.
Related issue is Issue 5.6.

Objective 12.4

Maintenance and enhancement of safe and efficient land, maritime, and air transport systems, while avoiding, remedying or mitigating the adverse effects on human health, public amenity and water, soil, air and ecosystems.

REASONS:

Transport systems provide vital access and communications services to the community. Problems of efficiency and safety are created where urban and rural land use activities interact with the roading network, and space use pressures also arise for air and maritime transport facilities. There is a need to manage both supply of and demand for transport systems, in order to ensure acceptable interactions between developments and the transport system generally.

Addresses Issues 5.6, 12.4; achieved by Policies 5.6, 12.5.
Related objective is Objective 5.4.

Policy 12.5

The Council will ensure that the land transport system efficiently and safely provides for the movement of goods, services, and people, including a reasonable level of access, while avoiding, remedying or mitigating adverse effects on the environment including communities.

EXPLANATION AND REASONS:

The land transport system of roads, cycleways and walkways is a significant service for meeting the transport needs of urban and rural communities and the District's economy. Council is able to provide for the maintenance and development of the system to meet appropriate community travel demands, consistent with the minimisation of adverse effects on the environment from the operation of the system.

METHODS OF IMPLEMENTATION:

(i) The Council will continue to implement the annual District Land Transport Programme for funding local road construction and maintenance, road safety, transport administration and the total mobility scheme, and the Regional Land Transport Strategy for long term system management.

(ii) The Council will develop policies and rules in the District Plan and make decisions on resource consent applications which provide for compatibility between:

(a) the standard of roading;
(b) the nature of adjoining land use;
(c) traffic generation (at source and cumulative downstream traffic);
(d) access to property.

(iii) The Council will investigate and consider nonstructural methods of enhancing access to, and safety and efficiency of, road usage with those affected or interested.

(iv) The Council will investigate the transport and amenity advantages of options such as walkways, cycle ways, and bridle-paths, for some transport activities.

(v) The Council will investigate the provision of facilities for the disposal of refuse and waste by road users.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) A more efficient, accessible and safer land transport system.

PERFORMANCE MONITORING INDICATORS:

(i) Degree of achievement of maintenance and safety standards for roads.

(ii) Reported satisfaction of the community with land transport network performance.

Implements Objectives 5.4, 12.4, to address Issues 5.6, 12.4.
Related policy is Policy 5.6.

Policy 12.6

The Council will seek to avoid, remedy or mitigate adverse environmental effects of activities at the District's ports and on adjoining land and at its airports and on adjoining land.

EXPLANATION AND REASONS:

It is almost impossible for ports and airports to operate without some effect, even if these are simply site modifications, or occupation at the expense of alternative uses. It is necessary to consider what impacts can be reduced; and those for which even the best practical option requires control on other activities in the vicinity.

METHOD OF IMPLEMENTATION:

(i) The Council will develop policies and rules in the District Plan and Coastal Plan and make decisions on resource consent applications that establish performance requirements for port and airport operations and regulate adjoining land use which may be affected by port or airport operations.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) No or reduced conflicts between port and airport operations and adjoining land uses.

PERFORMANCE MONITORING INDICATORS:

(i) Reported incidence of conflicts between ports and airports and adjoining land.

Implements Objective 12.4, to address Issue 12.4.
Related policy is Policy 5.4.

13.0 RESOURCE MANAGEMENT PROCESSES

13.1 Introduction

Resource management processes are the various ways or procedures for carrying out resource management responsibilities under the Resource Management Act (the Act), or by using other Acts. Resource management process issues are concerns about or opportunities for using various resource management processes.

The key processes available to Council under the Act are summarised in Section 1.3 of the Tasman Regional Policy Statement (page 5). This section addresses a number of important resource management process issues. These are:

(i) the development of resource management plans as a unitary authority;

(ii) dealing with cross-boundary issues;

(iii) consultation with the public in resource management plan development;

(iv) assessment of resource management options;

(v) implementing resource management plans;

(vi) monitoring the environment and the effects of resource use activities, and enforcing conditions of plans and consents;

(vii) managing resource management conflicts of interest within the Council.

The statements of issues, objectives, policies and methods in this section describe how the Council will use the processes that are available under the Act together with processes under other Acts to manage resources.

13.2 Resource Management Process Issues

Issue 13.1

THE DEVELOPMENT OF INTEGRATED RESOURCE MANAGEMENT PLANS AS A UNITARY AUTHORITY

The Council as a unitary authority has resource management functions and responsibilities of a regional Council and a territorial authority under Sections 30 and 31 of the Act. Section 1.3 (page 5) gives a complete list of these Council functions. In pursuing these functions, Council must prepare and implement a regional policy statement,

a regional coastal plan and a district plan. Council may also prepare any number of other regional plans. Council may continue to develop resource management plans as separate plans or it may combine in any way its various district and regional plans. The Act charges Council with achieving integrated resource management. Continuing with separate resource management plans will mean that policies and rules, including resource consent requirements, may apply to an activity under more than one plan. A single integrated plan in time will reduce any overlaps between regional and district policies and rules and will provide a single set of planning requirements for all resource use activities in the District. Council would still be required to retain the Tasman Regional Policy Statement distinct from this integrated resource management plan. The Council has proceeded to develop the Tasman Resource Management Plan, combining district, coastal and regional plan provisions into one document.

Addressed by Objective 13.1 and Policy 13.1.

Issue 13.2

CROSS-BOUNDARY ISSUES

Some resource management issues or concerns are common with those for other local authorities adjacent to Tasman District. Such issues may be in relation to a specific resource or area that extends across district or regional boundaries, for example, continuous urban areas, areas of high natural value. Other common issues may be similar processes or systems such as erosion, contamination, transport networks or water bodies, that require a consistent approach to management. The Act requires the Council to investigate common or cross-boundary issues with adjacent local authorities, and to specify in its regional policy statement, processes to deal with these issues.

The West Coast Region and Buller District lie to the west of Tasman District, and Nelson City, Marlborough District, Hurunui District and the Canterbury Region lie to the east and south.

Since 1 July 1992 when the Council became a unitary authority, issues have arisen in consultation between the Council and some adjacent local authorities, particularly Nelson City Council and West Coast Regional Council. Significant issues include:

(i) consistent approaches in resource management policies and plans (Tasman District/Nelson City/Marlborough District/West Coast Region/Buller District/Canterbury Region/Hurunui District).

(ii) consistent approaches in addressing issues of significance to the tangata whenua and iwi authorities (Tasman District/Nelson City).

(iii) consistent management of effects of urban land use activities in the Nelson-Stoke-Richmond urban area, including space needs for residential, commercial, industrial (large and small sites), rural-residential and open space purposes (Tasman District/Nelson City);

(iv) consistent management of the effects of land disturbance activities (Tasman District/Nelson City/West Coast Region);

(v) co-ordinated management of land use effects in areas that are significant hard rock quarry aggregate sources in the Eastern Nelson Hills (Tasman District/Nelson City);

(vi) consistent coastal water quality management and coastal space management for aquaculture, recreational activities in eastern Tasman Bay (Tasman District/Nelson City);

(vii) protection of natural values and features in Waimea Estuary (Tasman District/Nelson City);

(viii) consistent water management on shared catchments, including the Roding River (Tasman District/Nelson City) and Buller River (Tasman District/West Coast Region);

(ix) co-ordinated waste minimisation and hazardous waste management programmes (Tasman District/Nelson City);

(x) co-ordinated environmental monitoring of water and air quality and hazardous wastes (Tasman District/Nelson City);

(xi) co-ordinated management of the effects of land transport systems and modes, including roading, passenger transport, cycleways and walkways, and of the effects of land use activities on these systems and modes (Tasman District/Nelson City);

(xii) co-ordinated provision for specific amenity services and facilities in relation to recreation, arts, culture, tourism (Tasman District/Nelson City).

Addressed by Objective 13.1 and Policy 13.2.

Issue 13.3

CONSULTATION WITH THE PUBLIC IN DEVELOPING PLANS

Public involvement in local authority planning, regulation and community development proposals has progressively evolved over the last few years to become a normal part of local government business. Reform of local government legislation in 1989 and the introduction of the Resource Management Act 1991 now together impose important obligations on the Council to consult widely and adequately in resource management plan and annual plan preparation.

Under the Resource Management Act, Council is required to consult with government agencies and the tangata whenua of the area through iwi organisations, when preparing resource management plans. The Council may also consult with the public at large and with any relevant or affected interest group at this time. When plans are formally proposed by Council, they are publicly advertised, and the public have a right to make submissions to the Council and to be heard before the Council on their submissions. Following decisions on submissions made by Council, those who made submissions and who are not satisfied with the outcome may refer the relevant planning provisions to the Environment Court, and the Environment Court may make a final decision on the plan. The Council is required to follow a special consultative procedure under the Local Government Act when preparing its annual plan, when proposing to transfer any of its functions or powers to another body, when making administrative charges for recovering the costs of managing resource consents, or when making bylaws. The special consultative procedure requires the Council to publicly advertise its draft proposal and allow a period for public submissions. The public are to be given the opportunity to be heard on their submissions, before the Council finalises its proposal.

Other legislation relevant to resource management responsibilities (for example, the Transit New Zealand Act, Reserves Act, Biosecurity Act) also contains obligations on the Council to consult with the public on relevant plans and strategies.
Generally, consultation begins with a potentially wide scope of enquiry by Council, often with the circulation of general issues and options papers. As the understanding of relevant resource management issues and options develops, further consultation may be more focused and may converge on specific matters and more detailed policy options. The Committee policy papers and draft resource management plans may be used in further public consultation in order to build consensus before proposed plans are publicly notified for submissions and have formal effect.

Effective consultation takes time and effort by both Council and the interested public. The Council needs to allow sufficient time for public views be formed on Council proposals and to be put to Council. The Council must also be committed to responding to public and interest group views and considering and amending planning proposals where necessary. The community for its part needs to acknowledge that there will inevitably be many views on issues that the Council will receive in the process of consultation and that it must reconcile. The shaping of planning proposals through early and full consultation can avoid, remedy or mitigate the degree of conflict that may later result between community interests or between the Council and others on behalf of

certain community interests, when plans are approved. This is likely to result in a speedier, less expensive planning process overall, and a process whose results are likely to have a higher level of awareness, acceptance or support from the community than if less consultation had been undertaken.

Public consultation also needs to be well managed, as repeated or inadequate consultation or lack of continuity in consultation may result in community suspicion, scepticism or fatigue with Council proposals or processes.

Addressed by Objective 13.2 and Policy 13.3.

Issue 13.4

DUTY TO ASSESS ALTERNATIVES IN DEVELOPING RESOURCE MANAGEMENT PLANS

The Resource Management Act obliges the Council in all its resource management plan preparation processes to:

(i) have regard to the need for particular resource management methods in achieving sustainable resource management;

(ii) evaluate the likely benefits and costs of preferred methods and the principal alternative means; and

(iii) be satisfied that the preferred means is both necessary and the most appropriate, having regard to its efficiency and effectiveness.

The Act allows the Council to judge under the circumstances what is an appropriate evaluation of all resource management options. The Council must have fulfilled with these duties by the time it finally adopts any resource management plan. When a proposed plan is publicly advertised for submissions, anyone has the right to challenge any planning provision in a submission on the grounds that the duty has not been adequately complied with to that stage of the process. The Council is required to provide statements of the main reasons in support of planning provisions in its plans and this is linked with the duty to have assessed planning options. The law leaves the Council to demonstrate through practice that it has fulfilled the duties.

The Council considers that assessment of resource management options is a basic aspect of good resource management process. Analysis of resource management issues and aims and assessment of management options has been an integral part of the preparation process for all resource management plans by Tasman District Council. Information gained from public consultation efforts has been closely tied to the carrying out of these tasks. Documentation such as issues and options papers provides the public and the Council with an opportunity to think about ways and means of addressing resource management concerns. More specific assessments of policy options and their implications, particularly for complex, contentious or otherwise significant issues are provided to the Council's Environment and Planning Committee for consideration and decisions. Draft options assessments may be circulated to key interest groups for their input before Committee consideration. These analyses are reviewed and if necessary revised in reporting on submissions on proposed plans. The process of thinking, researching and writing about resource management options must respond to new information as it is developed throughout the process. There may be no need for separate documented assessments, or there may be several documents that provide this record of assessment of alternatives.

In these ways, the Council progressively clarifies and provides justification for adopted planning objectives, policies and methods, including rules. Council has to balance the additional effort and time needed to adequately assess options in plan preparation, against the advantages of reaching sound decisions on resource management policy, as well as avoiding expensive challenges to its plans from affected parties.

Addressed by Objective 13.2 and Policy 13.4.

Issue 13.5
IMPLEMENTING RESOURCE MANAGEMENT PLANS

Funding Plans

Resource management plans seek to achieve sustainable and integrated management through a range of management methods. Section 1.3 of the Tasman Regional Policy Statement (page 5) sets out the kinds of methods available to Council. Most resource management plans contain a mix of methods to achieve desired results. Compliance with the duty to assess alternatives helps the Council to determine the particular method or mix of methods necessary and appropriate to achieve those results. However, successful implementation of plans relies on good administrative and funding processes.

The implementation of planning rules is perhaps the most straightforward method, as the Act gives set procedures for Council to follow, and allows Council to recover all actual and reasonable costs of consent processing and administration. However, other resource management methods rely for their implementation on a continued stream of Council funds from other sources over periods of several years. Complete implementation of some resource management policies may take decades, with many possible changes in political and administrative leadership of the Council.

The Council's successive annual plans are the key means of committing resources to carrying out such resource management methods through appropriately defined programmes of action. There is therefore a high degree of integration and consistency needed between policies and methods given in resource management plans, and projects and budgets stated in successive annual plans. Successful resource management plan implementation is likely only if there is continuing and adequate provision of funds for programmes of resource management action. This situation has several important consequences for the Council as well as community interests that are served through resource management plans. The first is that in developing resource management plans, the financial implications for Council need critical assessment and recognition by Council and the public who scrutinise plans. This is normally is achieved by Council's assessing options and making decisions on planning provisions. The second is that in preparing each year's annual plan, Council must ensure that funding for resource management programmes has a continuity from year to year. Where Council decides to limit funding for any reason, it must resolve how this might affect the achievement of specific objectives or policies.

Emerging Methods of Resource Management

The Council is able to implement plans through a range of methods and these are summarised in Table 1.2. Emerging issues in the use of resource management methods include the respective roles of the Council and resource users themselves in the processes of avoiding, remedying or mitigating adverse environmental effects of resource use activities. There are opportunities for self-regulation, including self-monitoring by resource users their own activities, through the use of codes of practice and environmental management systems by sector groups or individual companies, with the possible results of promoting greater ownership of resource management responsibilities by such parties and a reduction in the need for Council intervention in the form of rules, consent requirements and Council monitoring.

Issues of accountability, efficiency and certainty of results arise for both the Council, the resource use industries concerned, and the community at large. While the Council is preparing to increase its efforts in advocating good practices, including education, there are necessary processes of consultation and awareness-raising to be completed before such options may be developed. Council must be satisfied that with any self-regulation or self-monitoring:

(i) there is an open process of developing codes or other self-regulatory mechanisms for resource users to apply to themselves;

(ii) there is a clear system for reviewing or assuring performance by resource users in relation to environmental results.

Other emerging issues include the scope of application of resource management methods that have an economic or monetary basis, such as financial incentives, charges or levies, and transferable resource consents

(or consent interests such as "development rights"). Council is in the process of exploring the potential for applying such methods to achieve environmental results and has included use of economic methods within a number of policies of the Tasman Regional Policy Statement. Issues of cost-effectiveness and social equity have arisen in relation to transferable water permits, and will need to be resolved satisfactorily in future development of such methods.

Resource Consent Administration

The administration of planning rules together with the management of consents under the Act, is a key method of implementing resource management plans and achieving sustainable resource management. The processes of receiving, considering and deciding on resource consent applications and administering resource consents, all require effective management. This is because over time, decisions on resource consents substantially influence the patterns of use, development or protection of resources. Inadequate management of consent processes may be expensive or politically contentious and may give rise to decisions that are environmentally damaging or otherwise unsustainable.

There are several ways in which good consents management may be undertaken. The following are ways which improve the efficiency and fairness of consents management:

(i) Use of delegations and transfers

Appropriate delegations from Council to Committee, and from Council to staff for the making of the many procedural decisions as well as decisions on applications themselves. The Council is required to keep an open record of its instruments of delegation so that all parties may be aware of the authority vested in Council committees and officers under those instruments. Transfers of consent granting and administration powers to public authorities such as other local authorities, joint committees, iwi authorities or statutory agencies may also be an appropriate and efficient way of regulatory delivery. This is particularly so where there are public authorities with a clear community responsibility or interest in certain areas or matters.

(ii) Maximum use of conflict resolution opportunities in consent processing

The Act provides for pre-hearing meetings to help resolve concerns or issues between parties in relation to any consent application. While not obligatory, mediation at these meetings by Councillors or Council officers can be a very effective means of arriving at an agreed or satisfactory approach to how a consent application may be considered. Other opportunities for good practice include the encouraging or helping of would-be consent applicants to explore likely concerns about their proposal with potentially affected parties, before their proposal is developed to the stage of lodging resource consent applications. As well, the process of seeking approvals from affected parties in order to avoid notification of applications, may result in resolution of conflicts. Where Council decisions on resource consent applications may be appealed, there are opportunities for the Environment Court at the request of Council to conduct mediation, conciliation, arbitration or any other dispute resolution procedure that may be appropriate. The success of such processes requires time and goodwill between the parties.

(iii) Use of customer-friendly processes in consent processing

Applying for resource consents may be a complex and expensive business for some resource use proposals. Many relatively minor activities may require authorization to be obtained by people who are quite unfamiliar with the administrative process. It makes good sense to provide clear, prompt and consistent guidance to applicants as Council clients and so allow for efficient administration.

(iv) Provision for fair and appropriate cost recovery charges, payable by consent applicants and consent holders for the public effort in consent processing and administration

Administrative charges may be levied by Council under Section 36 of the Act to recover the actual and reasonable costs of receiving, considering and deciding on resource consent applications, and in monitoring and administration of the exercise of consents once granted. Legal provision for levying such charges recognises that Council expenditure is required to ensure that resource developments lead to sustainable resource management results, including the avoidance or mitigation of adverse effects. A fair measure of the public expenditure in minimising such public costs of development should be paid by the private party who seeks to benefit from his or her development of resources and use of the environment.

Addressed by Objective 13.2 and Policies 13.5, 13.6.

Issue 13.6

MAKING RESOURCE MANAGEMENT DECISIONS UNDER UNCERTAINTY

The processes of developing resource management policy and considering resource use proposals rely on sufficient relevant and reliable information in order to reach decisions that are justified and in accordance with the promotion of sustainable management. In some situations, an adequate amount of information may not be available. Best information may indicate a possible risk, as well as the likely benefits associated with some course of action; but the nature, size and likelihood of the risk is uncertain. This situation may be because the information does not exist, the understanding of the risk is poor or the known situation is very complex.

The Act recognises that uncertainty exists, by imposing functions and duties to collect environmental information and to avoid, remedy or mitigate adverse effects of activities on the environment. Effects include cumulative effects and risks.

A rational response to uncertainty is to be cautious in decision-making, especially when there is an indication that significant risks may be involved. A precautionary approach to decision making has been recognised as an appropriate response in the face of uncertainty by the United Nations in Agenda 21, by the Government in environmental management publications and by other councils in New Zealand, despite the fact that the concept is not expressly stated in the Act.

In adopting a cautious approach, there is a need to carefully balance expected benefits and possible risks, on the basis of all available information. The approach presumes that decisions should avoid or reduce the identified risk, but with every decision under such an approach, the Council would need to judge:

(a) whether it has enough information about the risk to warrant being cautious;

(b) whether the risk is of such a kind that action should be taken to avoid or reduce it, regardless of the expected benefits;

(c) what decision is most appropriate; for example, more stringent regulation or more environmental information.

Adopting a cautious approach may provide additional information about any proposed action that assists in answering the above questions. However, the approach may unnecessarily inhibit resource use or it may transfer a risk to another part of the environment or to another time. There is a need to exercise careful judgement in applying the approach to the requirements of the Act and the facts of the situation. Commitment to such an approach must be consistent but also responsive to the issues of whether it applies in any particular situation, and how then it is to be applied.

Addressed by Objective 13.2 and Policy 13.7.

Issue 13.7

MONITORING AND ENFORCEMENT

The processes of environmental investigations and monitoring provide information to the Council about problems or issues, the need for policy, whether existing policies and actions are achieving desired results, and whether new responses or approaches are necessary. Enforcement processes ensure that the duties and restrictions on resource use imposed by the Act, or by plans or resource consents are followed.

Monitoring

Under the Act, Council has a significant duty to gather information, investigate and monitor:

(i) the state of the environment of the District;

(ii) the effectiveness of its resource management plans;

(iii) the exercise of resource consents in the District;

and to take appropriate action to carry out its resource management functions.

The Council also has an obligation to observe and enforce the observance of its resource management plans once they are operative. Proposed plans also have effect once they are notified, and Council can enforce provisions of plans, proposed plans and resource consents through the making of enforcement orders and abatement notices.

Monitoring and enforcement are important responsibilities and processes in achieving sustainable resource management. Monitoring programmes are needed in five areas:

(i) Monitoring compliance with conditions of resource consents. Council may require consent holders to undertake their own monitoring with auditing by Council, or Council may undertake compliance monitoring itself and charge the holder for its efforts.

(ii) Monitoring compliance with rules of plans. Rules may specify the performance requirements for resource use activities and their adverse effects. Many rules may not require a resource consent provided that these requirements are met. Council needs to develop ways of monitoring rules. These may include resource user self-monitoring in appropriate situations, with arrangements for auditing or reviewing the results. Council may undertake targeted inspections or it may liaise with resource user groups, as further methods. Costs of rule monitoring are borne by Council.

(iii) Monitoring the environmental effects of resource use activities authorised either by a resource consent or by planning rules including cumulative effects. This is normally carried out by Council, but a proportion of costs may be recovered from consent holders whose activities have generated the environmental effects that are monitored.

(iv) Monitoring the state of the environment - the effects and trends or changes in environmental systems or processes (known as baseline monitoring). A series of environmental state indicators needs careful selection and monitoring results need careful assessment, including interpretation of their significance for possible resource management responses.

(v) Monitoring the suitability and effectiveness of resource management plans, including the Tasman Regional Policy Statement and regional and district plans. Performance monitoring indicators are specified in all plans to provide the framework for monitoring the degree of implementation, or performance, of plans.

The Council has committed itself to improving the limited information that is available on many natural systems, including terrestrial and freshwater ecosystems, and of the impacts of resource use on such systems. The Council has developed a strategy for monitoring the state of the environment in the District. The strategy identifies issues requiring monitoring and the possible monitoring programmes necessary to fulfil the information needs. There are many competing priorities for monitoring effort and there are significant expenditure decisions in implementing a defensible and publicly acceptable environmental monitoring regime.

Council resources are limited, and several other agencies have responsibilities and information that is important in environmental monitoring. These agencies include:

(i) Department of Conservation, in relation to information on indigenous animals and plants, natural terrestrial and aquatic ecosystems, and natural and historic values generally;

(ii) Ministry of Fisheries, in relation to coastal marine resources, including fisheries and aquaculture;

(iii) Ministry of Agriculture and Forestry, in relation to forestry management and agriculture and horticulture management;

(iv) Ministry of Commerce, in relation to minerals and energy resource management;

(v) Crown Research Institutes, including NIWAR (National Institute of Water and Atmospheric Research), IGNS (Institute of Geological and Nuclear Sciences), LCNZ (Landcare New Zealand Ltd) in the provision of research-based information on natural and physical resources generally.

There is a need for the Council to collaborate with all such agencies, as well as private sector organisations including resource user industries in identifying information needs and monitoring priorities.

Enforcement

Enforcement is the process of ensuring compliance of resource use activities with the Act, the provisions of plans and the conditions of resource consents, and as a result, requiring the avoidance, remedying or mitigation of adverse environmental effects of any activity. Compliance monitoring results, responses to complaints and emergencies may all suggest or require the need for enforcement action to be taken, often immediately. The enforcement process may involve entry onto private land for survey or inspection purposes. Council's staff who are appointed as enforcement officers may enter property to establish whether a breach of the Act, a plan or a resource consent has occurred. Warrants for entry and search may also be issued by a District Court where there is reason to believe such a breach has occurred. An enforcement officer may lodge an abatement notice with any person who is believed to have been responsible for any breach, or to have done something that may have an adverse effect of a particular kind, on the environment. In addition, the Council or anyone else may apply to the Environment Court for an enforcement order to require action that will avoid, remedy or mitigate any adverse effects of an activity, or to require compliance with the terms of the order (for example, apply for a resource consent). In extreme cases, Council may seek to prosecute anyone for failure to comply with these enforcement instruments, or whose actions have resulted in significant adverse effects. Other enforcement actions possible by Council are the issuing of excessive noise directions, water shortage directions, and the taking of emergency action to prevent or remedy adverse effects.

Council recognises that effective enforcement is necessary to ensure that resource management regulation is complied with by individuals for the benefit of the environment and the community of the District. However, as with monitoring effort, Council resources are limited and choices need to be made about how to respond to indications of breaches, through monitoring or complaints. Council field staff are limited in number and rely on assistance from the public in detecting situations requiring enforcement.

In addition, enforcement action is often seen negatively by the community. It can involve the Council in potentially costly and unpleasant proceedings against individuals or organisations. Council may be criticised by the public for not taking sufficient or particular action, or even for taking positive action to ensure compliance.

There is a need for both the community and Council to understand and address the requirements and expectations of the law and the community regarding deliberate or unintended environmental damage and the appropriate enforcement action.

Addressed by Objective 13.2 and Policies 13.7, 13.8, 13.9.

Issue 13.8

MANAGING RESOURCE MANAGEMENT CONFLICTS OF INTEREST WITHIN TASMAN DISTRICT COUNCIL

The Council as a unitary authority is responsible for carrying out a wide range of services to the community, to provide for present and future community needs and expectations. Its services include:

(i) resource management services;

(ii) public utility service provision;

(iii) community and amenity service provision;

(iv) community advocacy.

In carrying out these services, the Council needs to use and develop resources for collective or community benefit. At the same time, its resource management responsibilities require Council to allocate certain public resources for private or community use, and to manage the environmental effects arising from the use, development or protection of a range of resources under public or private ownership or control. Allocating resources and avoiding, remedying or mitigating environmental effects is most commonly achieved by regulating or controlling activities and their effects. As resource manager and as resource user, the several roles of Council may come into conflict.

The Local Government Act 1974 requires Council to ensure that:

(i) clear objectives are established for each of its activities and policies;

(ii) conflicting objectives and conflicts of interest are resolved in a clear and proper manner;

(iii) so far as is practicable, its regulatory functions are separated from its other functions;

(iv) any committee with responsibilities for regulatory functions does not also have responsibilities for other functions;

(v) so far as is practicable, Council's management structure reflects and reinforces the clear separation of regulatory functions from other functions, and is capable of delivering adequate advice to Council to facilitate the explicit resolution of conflicting objectives.

Examples of situations where conflicting interests may need to be resolved include the development of resource policy concerning the availability of resources where Council must decide who is to gain access to resources for private or collective purposes, and where Council also has an interest in the allocation outcome. More commonly, Council as applicant for a resource consent must also deal with the application as an impartial consent authority, taking into account all interests including those affected by or opposed to Council's proposal.

The Council has a committee structure and management structure that effectively separates its regulatory function from potentially conflicting non-regulatory functions. The four standing committees of Council each perform separate functions and this is reflected in management structure of four departments.

Appropriate procedures are necessary for dealing with situations where:

(i) Council is both applicant for resource consents and consent authority; and
(ii) Council resource policies affect both its service or commercial interests and wider community interests.

In both situations, proposals may be subject to public submissions, hearings, decisions and appeals before the Environment Court. Parties other than the Council may support any of the Council's interests or any other interests.

A key principle underlying an appropriate procedure in both the above situations is to ensure that Council interests are dealt with in the same manner as any other interests, and there is no bias in the procedure. Council considers that while separation of interests is important, it must at some point in any proceedings establish a single position on such conflicts and thereafter provide an independent, open procedure for that position to be advanced, publicly contested and resolved. Appointment of commissioners to act on behalf of Council may be

made to provide for this. A single position may be established before proposals are open for public scrutiny, or established through the decision of an appointed commissioner.

Addressed by Objective 13.3 and Policy 13.10.

13.3 Resource Management Process Objectives

Objective 13.1

Full and effective integration of resource management planning processes and of decisions.

REASONS:
The Council as a unitary authority has a significant opportunity to save time and effort in achieving sound resource management through integrating its regional and district resource management planning responsibilities for the District, and pursuing integration through consistency with plans of adjacent local authorities and the management policies of central government agencies.

Addresses Issues 13.1, 13.2; achieved by Policies 13.1, 13.2.

Objective 13.2

Use of effective methods in the development and implementation of resource management plans in fulfilment of duties under the Resource Management Act.

REASONS:
Sound resource management practice demands adoption of good process methods in order to develop and deliver good resource management results. Such methods should be open to the public and Council clients, understandable and fair to all interests, flexible in their response to situations, and efficient in their use of effort. Effective process methods should result in sound decisions on policies, consents and other actions to implement plans. Good process includes adequate environmental investigations, monitoring and enforcement to ensure that good resource management decisions are made and complied with, and to enable progress in achieving resource management results to be established.

Addresses Issues 13.3, 13.4, 13.5, 13.6; achieved by Policies 13.3, 13.4, 13.5, 13.6, 13.7.

Objective 13.3

Effective management of resource management conflicts of interest within the Tasman District Council.

REASONS:
The Council delivers a range of public services. It has comprehensive resource management responsibilities, as well as a wide range of public utility and amenity services to deliver. As resource manager and as resource user, the several roles of Council may come into conflict. The Local Government Act requires the Council to ensure that conflicting objectives and conflicts of interest are resolved in a clear and proper manner. It is important that the Council pursues ways of avoiding, addressing and resolving all such conflicts so as to deliver its services in an impartial, coherent and effective way.

Addresses Issue 13.8; achieved by Policy 13.10.

13.4 Resource Management Process Policies and Methods

Policy 13.1

The Council will develop and implement a single integrated resource management plan for Tasman District.

EXPLANATION AND REASONS:

Council's several regional and district plans can be brought together to form a single set of resource management objectives, policies, rules and other resource management methods to achieve sustainable resource management in the District. This will achieve integration of resource management actions more effectively than continuing with several separate plans, in several ways. For example, it will ensure that all significant aspects of resource management issues are adequately addressed under plans, and it may provide for a reduction in the number of rules or consents dealing with the same resource use activities.

METHODS OF IMPLEMENTATION:

(i) The Council will prepare, approve and implement a combined district and regional plan known as the Tasman Resource Management Plan. The combined plan will incorporate Council's Regional Coastal Plan, District Plan and regional plans including the Motueka/Riwaka Plans Water Management Plan, the Moutere Water Management Plan and the Regional Plan (Land). The Council will retain the Tasman Regional Policy Statement as a separate plan.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) An effective, integrated resource management planning framework that is simpler, less costly and more efficient in pursuing resource management results than under many separate resource management plans.

(ii) Better environmental outcomes from the implementation of rules and decisions on consents.

PERFORMANCE MONITORING INDICATORS:

(i) The degree to which all significant aspects of resource management issues are dealt with by the integrated resource management plan at intervals of assessment of the effectiveness of the Tasman Regional Policy Statement as specified in Section 14 of the Tasman Regional Policy Statement.

(ii) Degree of reduction in application of separate regional and district rules, including consent requirements, to resource use activities.

Implements Objective 13.1, to address Issue 13.1.

Policy 13.2

The Council will continue joint definition and analysis of significant cross-boundary issues with adjacent local authorities and seek to pursue consistent resource management policies for their resolution.

EXPLANATION AND REASONS:

Cross-boundary issues are matters of concern and interest to both the Council and any adjacent local authorities. The Act requires these issues to be dealt with in the same way as resource management issues that are contained within the District. There are potential cost savings and cost-sharing arrangements that can be pursued by working together with adjacent councils, particularly with Nelson City Council, with which the Council has a significant number of common issues.

METHODS OF IMPLEMENTATION:

(i) The Council will consult, and undertake joint investigations and analyses of common issues with adjacent local authorities.

(ii) The Council will pursue consistent resource management policies to address these issues, under agreed priorities and processes under regional and district plans.

(iii) The Council will co-operate in the use of joint committees where appropriate to achieve methods (i) and (ii).

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Resolution of significant cross-boundary issues through appropriate timeframes and efforts.

(ii) Environmental results that are in accordance with sustainable and integrated management aims of all affected Councils.

PERFORMANCE MONITORING INDICATORS:

(i) Completion of joint resolution processes within appropriate timeframes.

(ii) Demonstration of sustainable and integrated management outcomes arising from resolution processes.

Implements Objective 13.1, to address Issue 13.2.

Policy 13.3

The Council will provide full and effective consultation opportunities for the public and interested parties throughout plan development processes, including plan changes and reviews.

EXPLANATION AND REASONS:

Effective consultation is necessary to ensure that the community understands the issues and the need for planning proposals, and that Council produces plans that are consistent with community aspirations and interests as well as with the law. Effective consultation means early, open and adequate opportunities for public and interested parties to contribute their views to Council thinking on matters of concern and options to address them.

METHODS OF IMPLEMENTATION:

(i) The Council will provide for consultation stages and tasks, including provision for adequate timeframes, appropriate documentation, and meeting and submission opportunities, in every programme for resource management plan and annual plan preparation and review.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Resource management plans and annual plans specify intentions that are consistent with community aspirations and interests as well as the law.

(ii) Higher degree of awareness and acceptance by the community of planning intentions and provisions in all plans.

PERFORMANCE MONITORING INDICATORS:

(i) Reported and surveyed degree of awareness by public of Council plans.

(ii) Reported and surveyed degree of satisfaction by public with content of Council plans.

(iii) Reported and surveyed degree of satisfaction of Council with public awareness and acceptance of plans.

Implements Objective 13.2, to address Issue 13.3.

Policy 13.4

The Council will undertake open, responsive assessments of resource management issues, and the options for objectives, policies and methods.

EXPLANATION AND REASONS:

Both the Act and good resource management practice demand adequate examination and justification of planning proposals. This can be achieved by appropriate assessment of relevant planning issues and options throughout the process of plan preparation and approval.

METHODS OF IMPLEMENTATION:

(i) The Council will incorporate into resource management plan preparation and approval steps, the necessary and appropriate investigations, consultations and analyses of relevant resource management issues, aims, options and their implications, in order to meet its obligations to have assessed and justified planning provisions.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Justified resource management policy decisions.

Policy 13.5

The Council will ensure that resource management plans are effectively implemented through successive annual plans.

XPLANATION AND REASONS:

Annual plans provide the year by year financial resources for Council to implement its various measures, and annual reports indicate performance from each year's expenditure. The process of preparation and approval of resource management plans generates Council and community commitment to carrying out resource management actions, including provision of information, advocacy, incentives, provision of services and regulatory measures. Effective implementation of plans requires close co-ordination between the resource management budgets of successive annual plans and the provisions of resource management plans. Annual reports can provide a record of achievement towards resource management targets, and can assist in programming subsequent annual plans.

METHODS OF IMPLEMENTATION:

(i) The Council will identify all financial resource requirements arising from resource management plan implementation programmes, at the beginning of each year's annual planning cycle, and with the assistance of information in the annual report.

(ii) Council will ensure that adequate funding provision is made in an integrated manner across all resource management planning programmes, particularly including non-regulatory programmes, such as investigations, monitoring and advocacy programmes.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Progressive, orderly implementation of resource management plans through programmes of action, with corresponding success in environmental results.

PERFORMANCE MONITORING INDICATORS:

(i) Degree of continuity in programmes of resource management actions.

(ii) Incidence of plan changes to rationalise budgetary changes.

Implements Objective 13.2, to address Issue 13.5.

Policy 13.6

The Council will provide efficient, fair, open and customer-friendly resource consent processes.

EXPLANATION AND REASONS:

Managing resource consent applications and decisions provides a key means of providing for the sustainable management of resources. Appropriate procedures and practices can give rapid, sound and acceptable results with minimum necessary expenditure by all affected parties.

METHODS OF IMPLEMENTATION:

(i) The Council will establish, monitor and refine appropriate procedures and practices that build on the opportunities under the Act to secure efficient, fair, understandable and responsive processes for managing resource consents.

(ii) In developing its resource management plans, the Council will seek to move towards a reduced need for resource consent applications and a greater certainty of outcome in consent decisions.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Legally sound and timely decisions on resource consent applications and appropriate exercise of consents, achieved at a reasonable level of effort by Council and the community at large.

(ii) Reduced need for resource consents for minor resource use activities.

PERFORMANCE MONITORING INDICATORS:

(i) Degree of reduction in activities requiring a resource consent.

(ii) Incidence of contested hearings of applications for consents.

(iii) Incidence of appealed consent decisions.

(iv) Extent of monitoring effort for each consent.

(v) Incidence of non-compliance with consent conditions.

(vi) Surveyed degree of public satisfaction with resource consent processes.

Implements Objective 13.2, to address Issue 13.5.

Policy 13.7

The Council will adopt a cautious approach to making decisions on plans and consent applications that:

(a) seeks and utilises all relevant available information; and

(b) acknowledges uncertainty or inadequacy in the information available about any potential adverse effect (or risk) of activities, including information about the type and level of risk; and

(c) establishes whether any risk is able to be remedied or mitigated to an acceptable degree or is of a type that must be avoided; and

(d) ensures that the need for further information about any risk is considered when making judgements under (c) above; and

(e) results in decisions that are responsive to new information about effects and risks.

EXPLANATION AND REASONS:

The Council may have to make decisions on plans or consents where there is inadequate information about the likely effects of proposals or activities, or where the information suggests that there are potential adverse effects (or risks). The Council will acknowledge whenever these uncertainties are present. It will consider whether it can obtain further information, or whether any potential adverse effect can be avoided or reduced to an acceptable degree. The Council recognises the role of further information when making its decisions.

METHODS OF IMPLEMENTATION:

(i) The Council will develop policies and rules in its resource management plans and make decisions on resource consents that follow the precautionary approach where information suggests that the approach specified in this policy should be followed.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Use of resources to an extent and in a manner consistent with the existence and understanding of information about the potential adverse effects of such use.

PERFORMANCE MONITORING INDICATORS:

(i) Assessed degree of consistency between:

(a) the extent of regulation of activities; and
(b) knowledge of the existence of potential adverse effects of such activities; and
(c) the degree of understanding of the potential adverse effects, particularly of their irreversibility.

Implements Objective 13.2, to address Issue 13.6.

Policy 13.8

The Council will develop and carry out an integrated strategy for investigating and monitoring the state of the environment in Tasman District, incorporating compliance monitoring, impact monitoring, baseline monitoring and plan performance monitoring.

EXPLANATION AND REASONS:

Appropriate and adequate investigations and monitoring of resources, environmental processes and systems, and the environmental effects of resource use is an essential part of sustainable resource management. There is a need to coordinate monitoring effort across a range of issues and resources, so that all key aspects of environmental change are able to be tracked and understood in a cost effective manner.

METHODS OF IMPLEMENTATION:

(i) The Council will implement its strategy for monitoring the state of the environment in Tasman District (SEM Strategy) developed in 1995 by progressively defining and carrying out investigations and monitoring programmes proposed in the strategy, where the programmes address the environmental information needs that arise from the provisions of the Tasman Regional Policy Statement and regional and district plans, with particular regard to performance monitoring indicators contained in the Statement and plans.

(ii) The Council will ensure that the monitoring programmes within the SEM Strategy integrate:

(a) Monitoring compliance of resource use activities with consent conditions, plan rules and the Act; and

(b) Monitoring the effects on the environment of resource use activities, including cumulative effects; and

(c) Baseline monitoring of the health and quality of ecosystems, resources and environmental processes; and

(d) Monitoring the performance of resource management plans in promoting sustainable resource management.

(iii) In carrying out Method (ii), Council will develop opportunities for self-monitoring after appropriate consultation, and will incorporate in such self-monitoring an effective system for auditing the performance of resource users and consent holders, who monitor the effects of their own activities.

(iv) In accordance with the SEM Strategy, the Council will report monitoring results at appropriate intervals, including annual reports, and will review the monitoring programme under the Strategy as necessary.

Implements Objective 13.2, to address Issue 13.7.

Policy 13.9

The Council will ensure that necessary action is taken in achieving:

(i) compliance with the Act, resource management plans and resource consents; and

(ii) the avoidance, remedying or mitigation of adverse effects on the environment of activities; and

(iii) a decreasing incidence of complaints and breaches of the Act; and

(iv) enhanced community awareness and support for an ethic of care and responsibility in the use of resources and the environment.

EXPLANATION AND REASONS:

The Council will ensure that all activities that may have an adverse environmental effect are in accordance with the Act, or are authorised by Council, and that people understand the need to take care in the use of resources and the environment. Council will take action to correct harm or damage to the environment, where it is not in accordance with the achievement of sustainable resource management under the Act.

METHODS OF IMPLEMENTATION:

(i) The Council will provide resources to follow up the results of compliance monitoring, respond to public complaints concerning apparent breaches of the Act, plans, or consents, and, if necessary, serve or apply for enforcement measures to secure compliance or correction of breaches.

(ii) The Council will develop a complaints database as an additional means of monitoring compliance of authorised activities, and monitoring environmental impacts of resource use.

(iii) The Council will seek to prosecute offenders in situations where breaches of a serious or deliberate nature have occurred, and where negligent, or repetitive actions or non-co-operation have aggravated the breach, so that exemplary or deterrent convictions may be successfully obtained.

(iv) The Council will undertake a programme of community education regarding compliance with the Act, plans and consents and the ways in which the community can help to minimise environmental harm or damage, and detect or prevent likely breaches.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Reduced incidence of damage or harm to communities, ecosystems or physical elements of the environment.

(ii) Reduced incidence of report breaches of the Act, plans or consents.

(iii) Increased community action in preventing damage or possible breaches.

PERFORMANCE MONITORING INDICATORS:

(i) Trends in incidence of complaints reported regarding breaches or environmental damage.

(ii) Trends in Council enforcement action taken.

(iii) Changes in the condition of surveyed resources or ecosystems that have been subject to environmental damage through non-compliance by resource users.

Implements Objective 13.2, to address Issue 13.7.

Policy 13.10

The Council will ensure that in resolving resource management conflicts of interest in Council proposals:

(i) early identification of potential conflicts, and establishment of Council's position is pursued; and

(ii) independent commissioners are delegated power to hear any contested resource development proposals and decide on the proposal; and

(iii) subject to any appeal, all determinations of commissioners are given effect as Council decisions.

EXPLANATION AND REASONS:

Council must identify and address its own conflicting interests in resource management matters. The procedure must provide for an impartial examination of Council's proposal and its several interests and responsibilities, and allow for open resolution of any conflicts. These accountability obligations are required by local government legislation.

METHODS OF IMPLEMENTATION:

(i) Council will maintain a committee structure and a management structure to separate different interests in resource management matters.

(ii) The Council will develop and maintain a written procedure or protocol to follow in addressing and resolving conflicts of interest concerning resource management proposals, including resource consents and policy development.

ANTICIPATED ENVIRONMENTAL RESULTS:

(i) Open and appropriate processes and sound decisions concerning resource management and resource use by Council.

PERFORMANCE MONITORING INDICATORS:

(i) Incidence of contested decisions of Council-appointed commissioners.

(ii) Satisfaction of Council with process and outcome of situations where there are conflicting interests.

(iii) Satisfaction of affected parties with process and outcome of situations where there are conflicting interests.

Implements Objective 13.3, to address Issue 13.8.

PART 4: MONITORING AND REVIEW

14.0 MONITORING AND REVIEW OF THE TASMAN REGIONAL POLICY STATEMENT

The Council will monitor the implementation of policies under the Tasman Regional Policy Statement by reference to performance monitoring indicators provided for each policy. The Council will carry out an assessment of the effectiveness of implementation of the Tasman Regional Policy Statement at intervals of three years. The Council will commence a review of the Tasman Regional Policy Statement by ten years following its operative date, and will propose any amendment to the Tasman Regional Policy Statement where considered appropriate.

tasman district council | Te Kaunihera o te tai o Aorere

Tasman Regional Policy Statement

Proposed Change 1 - National Policy Statement on Urban Development 2020 and Future Development Strategy Update

Evaluation report under section 32 of the Resource Management Act 1991

June 2025

Version History

Version	Author	Comments	Date
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1. Executive Summary

This s.32 evaluation of proposed change 1 to the Tasman Regional Policy Statement (TRPS) provides the analysis behind the policy statement change, in order to provide transparency and demonstrate that alternative ways were considered to achieve the same objectives.

The existing TRPS, operative in 2001, is outdated in parts. Council commenced preparation of new Resource Management Plans in 2019 but then paused this process due to the emergence of new legislation which was quickly repealed by the current Government. As a result, some current regionally significant issues for Tasman are not referenced in the TRPS and consequently it is missing some objectives, policies and methods. Importantly, the TRPS does not currently give effect to the NPS UD, neither does it have regard to Council's Future Development Strategy (FDS) of 2022. These are the main purposes of proposed TRPS Change 1.

The key urban development (and resource management) issues that TRPS C1 seeks to address are:

- The population of Tasman has grown significantly in recent years, being the fastest growing region in New Zealand between 2018-2023, its population increasing by 5,420 people or 10.3%. Historically growth has been accommodated by urban expansion in Tasman. Recent FDSs have considered different growth patterns and the most recent FDS adopted a spatial strategy of largely consolidating growth along State Highway 6 between Atawhai and Wakefield, while also providing growth opportunities for Māpua and Motueka and some of Tasman's rural towns. Tasman has a statutory obligation to provide sufficient housing and business land capacity in its urban environment to meet expected demand and to plan for a well-functioning urban environment. There is a need to provide for urban growth and infrastructure that meets the social, cultural and economic needs of a diverse population, while at the same time ensuring that important environmental and cultural values are protected.

- Tasman has a legal obligation to provide sufficient capacity of the right type of housing land to meet demand, e.g. sufficient attached dwellings whether they be duplexes, townhouses or terraced houses and papakāinga. Recent Housing and Business Assessments show a consistent shortfall of supply of small attached dwellings and unmet demand for housing for Māori.

- Despite Council having adopted an FDS in 2022, the NPS UD requires Council to be responsive to unanticipated or out of sequence plan change proposals within the urban environment, where those proposals would add significantly to development capacity. Council seeks planned built urban form that ensures effective and efficient outcomes for social, economic, cultural and environmental objectives.

- As urban areas grow and change, there is a risk that the vibrancy and efficiencies of town centres may be compromised by sprawling or ad hoc developments. Acknowledgement of the role and function of existing commercial (and neighbourhood centres in the larger towns) including their contribution to the wider urban environment context may assist to retain and enhance the vibrancy, and efficiencies of commercial centres as compact hubs of economic, social and cultural activity and to realise efficiencies relating to the maintenance, upgrades and extension of network infrastructure.

These issues are not fully addressed currently in the existing TRPS. Existing General objectives and Urban Development objectives in the TRPS only partly provide for the issues and because it is outdated some of the issues are not addressed at all. For example, a general objective exists setting out the housing capacity bottom lines for Tasman's urban environment but it does not identify how

that capacity will be provided. Similarly, existing objectives seek to remedy or mitigate adverse effects on the environment from the development of resources (which includes land), but they do not go as far as giving effect to National Policy Statement on Urban Development (NPS UD), for example by (i) planning for a well-functioning urban environment; (ii) recognizing that amenity values of urban environments develop and change over time; (iii) planning for sufficient urban development land capacity to meet expected demand over 30 years; (iv) that Tasman's urban environment enables heights and density of urban form (v) that Council decisions affecting its urban environment are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments

The issues identified above are relatively narrow and this corresponds to similarly specific objectives for the proposed changes. The objectives of the proposal are:

- That Council contributes to a well-functioning Nelson Tasman urban environment.
- That Council provides sufficient housing and business land capacity, to meet expected demand in the urban environment, in alignment with the FDS, while ensuring that important environmental and cultural values are protected.
- That Tasman provides a variety of housing types, including medium density and papakāinga that achieve quality urban design outcomes.
- Tasman's urban centres grow in accordance with a planned built urban form, while remaining responsive to unanticipated or out of sequence plan change proposals for urban development, where those proposals would add significant development capacity and contribute to well-functioning urban environments

Direction in the NPS UD requires Council to amend its TRPS (e.g. policy 5, policy 8, clause 3.8, clause 4.1). The proposed changes to the TRPS will have the following key components:

- Amending the TRPS, particularly the Urban Development chapter (5.0), so that it is up to date in terms of growth trends and is giving effect to the NPS UD, enabling Tasman to contribute to a well-functioning Nelson Tasman urban environment. This in turn will enable changes to the Tasman Resource Management Plan (TRMP) through Plan Change 81 to give effect to the updated TRPS.
- Updating the TRPS to align with the FDS 2022 and its objectives, for example reflected in the new objective and policy regarding Council's responsiveness to 'significant' urban development capacity that contributes to well-functioning urban environments.
- Updating the TRPS' interpretation of amenity values of the urban environment in line with the NPS UD's interpretation
- Update the TRPS to provide for a hierarchy for commercial centres in the district in line with National Planning Standards commercial zone options. The purpose of a commercial centre hierarchy is to acknowledge and support the role and function of the existing commercial centres.

Three options are considered for achieving the proposed objectives (implementing the requirements of the NPS UD) and these options are assessed in terms of costs, benefits, effectiveness and efficiency and risk of acting or not acting. The options are (i) a suite of proposed new provisions as an amendment to the TRPS; (ii) relying on existing objectives of the TRPS (status quo) and (iii) relying instead on non-RMA methods to achieve the same objectives.

Section 9.0 of this s.32 evaluation concludes that the preferred option is the suite of proposed provisions for the TRPS. The introduction of a package of provisions in the TRPS to give effect to the NPS UD is the most effective and efficient approach for achieving the objectives. This option balances implementing the requirements of the NPS UD with protecting important environmental and cultural values in line with other RPS objectives. This would be achieved largely through a regulatory approach that provides clear direction to decision makers and the community on how urban development is to provide for the characteristics and qualities of well-functioning urban environments. Non-RMA methods to encourage specific types of development would remain as additional incentives.

Similarly three options are also considered for assessing the appropriateness of the proposed objectives in achieving the purpose of the Act. Section 10.0 of this s.32 evaluation again concludes that the objectives of the proposal are the most appropriate way to achieve the purpose of the Act. Both parts of the assessment conclude that the objectives and the proposed provisions are appropriate.

A key part of the proposed provisions are new objectives. These objectives would address the urban development issues, achieve the purpose of the Act, directly assist Council in carrying out its statutory functions under the RMA (s.30 and s.31) and give effect to higher-level documents including the NPS UD and adopted FDS. The level of uncertainty and risk is deemed acceptable with the preferred option. The level of community acceptance to what proposed TRPS C1 is intended to achieve is generally known through recent consultation on the FDS and Council's housing preferences survey in 2021, as well as other evidence prepared by Council including its 2024 Housing and Business Assessment. The outcomes of the other options are less clear and the lack of clarity would likely pose risk to potential developer or applicants for resource consents or private plan changes related to urban growth.. The preferred option is realistically able to be achieved within Council's powers, skills and resources and also the most consistent with identified iwi/Māori and community outcomes from iwi management plan provisions and community consultation for the FDS.

The outcomes of the proposed policy statement change (together with proposed change 81 to the Tasman Resource Management Plan being prepared concurrently), are expected to comprise:

- Sufficient housing and business land capacity is provided in Tasman's urban environment, to meet expected demand in alignment with the FDS and Tasman contributes to a well-functioning Nelson Tasman urban environment
- Towns in Tasman's urban environment have a diverse range of housing types including medium density housing and papakāinga, with quality urban design outcomes
- A planned pattern of zoning and sequenced availability of development opportunities
- An established hierarchy of existing commercial centres that provides a focus for retail, commercial, community and entertainment activities and that serves the social, cultural, economic and environmental needs of the community
- Council decisions align with a planned built urban form, but Council remains responsive to plan change proposals for urban development that would add significant development capacity and contribute to well-functioning urban environments, where those proposals are unanticipated or out of sequence

- The proposed hierarchy of existing commercial centres in Tasman will together provide a focus for retail, commercial, community and entertainment facilities that serve the needs of the community.

2. Overview and Purpose

2.1 Purpose of Section 32 RMA and Regional Policy Statement Change 1

This Section 32 analysis report accompanies the Proposed Tasman Regional Policy Statement – Change 1 – National Policy Statement on Urban Development 2020 and Future Development Strategy Update.

The fundamental purpose of Section 32 (s32) of the Resource Management Act 1991 (RMA) is to ensure transparent, robust decision-making in the development of plans, plan changes and policy statements. This includes the use of sound evidence and rigorous analysis including the consideration of alternative ways to achieve the objectives and by assessing efficiency and effectiveness of the provisions being the most appropriate way to meet the objectives.

The Council is also required to assess the extent to which objectives of the proposed changes are the most appropriate way to achieve the purpose of the RMA.

This s.32 evaluation has been undertaken in accordance with s.32 of the RMA as it stands at the date of notification of Change 1 to the Tasman Regional Policy Statement (TRPS). Relevant sections of the Act are provided in Appendix 1.

The purpose of TRPS C1 is to give effect to the NPS UD's directions and objectives on urban development (including its interpretation of amenity values of the urban environment) and to have regard to Council's FDS, adopted in 2022. These are the two primary drivers of the policy statement change since the existing TRPS, operative since 2001, is outdated in parts.

2.2 Purpose of a Regional Policy Statement

Section 61 of the RMA requires regions to prepare a regional policy statement. The purpose of a regional policy statement (s.59 RMA) is to provide an overview of the resource management issues of the region, the objectives sought to be achieved by the statement and policies and methods to achieve integrated management of the natural and physical resources of the region. Section 62 of the RMA sets out the contents that must be included in an RPS.

2.3 Background to TRPS C1 – National Policy Statement on Urban Development 2020 and Future Development Strategy Update

The National Policy Statement on Urban Development 2020 (NPS UD) replaced the National Policy Statement on Urban Development Capacity (NPS UDC) 2016. The NPS UD contains objectives and policies that councils must give effect to, in their resource management documents and planning decisions. The TRPS therefore requires updating via plan changes to implement the NPS UD.

Relevant objectives and policies of the NPS UD require Council to:

- Provide sufficient housing and business land capacity in Tasman's urban environment, enabling more people to live in and more businesses and community services to be located in well-functioning urban environments (e.g. objective 1, objective 3, policy 2, policy 7)
- Provide a diverse range of housing types including medium density and papakāinga, acknowledging that urban environments including their amenity values, develop and change over time (e.g. objective 2, objective 4, policy 1, policy 5, policy 6)
- Take into account the principles of the Treaty of Waitangi when making planning decisions relating to urban environments (objective 5) and in relation to urban environments, involve hapū and iwi in the preparation of RMA planning documents by undertaking effective consultation that is early, meaning and as far as practicable, in accordance with tikanga Māori (policy 9)
- Be responsive to plan change proposals for urban development (either unanticipated or out of sequence) that would add significant development capacity and contribute to well-functioning urban environments (e.g. objective 6, policy 8)

Policies 5 and 7 and clauses 3.6, 3.8 and 4.1 of the NPS UD contain directions for councils to give effect to in their regional policy statements, in order to implement the above objectives and policies.

Additionally TRPS C1 has regard to Council's adopted Nelson Tasman Future Development Strategy (FDS) 2022-2052, which was adopted by the Joint Committee of the Nelson City and Tasman District Councils in August 2022. The FDS is a high-level strategy, informing a large number of Council's plans including the Resource Management Plans, the Long Term Plan and Infrastructure Strategy, as shown in figure 1. The FDS identifies a spatial growth pattern for the next 30 years and sites that are suitable for housing and business development. The FDS implements the NPS UD as Tasman is a "Tier 2 Council" which must prepare an FDS. When changing the TRPS (and other planning documents) Tasman is required to have regard to the relevant FDS. Table 3 of the adopted FDS also noted as one of the short term key actions, that the Tasman Regional Policy Statement should align with the FDS growth strategy, to inform future plan changes.



Figure 1 Effect of FDS

The FDS adopts a spatial strategy for growth and identifies appropriate sites for future housing and business capacity in the region and therefore assists TRPS C1 in giving effect to the NPS UD (e.g. policy 2).

The FDS's spatial strategy includes existing main centres being consolidated and intensified and for the main centres of Nelson and Richmond to be supported by a network of smaller settlements. This FDS objective has informed TRPS C1, specifically the proposed hierarchy of existing commercial centres in Tasman.

Council's latest Housing and Business Assessment 2024

The NPS UD also requires Council to prepare a three yearly housing and business assessment (HBA) and annual monitoring report on the housing and business markets. Both the FDS, HBA and annual monitoring reports are prepared jointly with Nelson City Council as Tasman shares a tier 2 urban environment with Nelson, under the NPS UD.

Tasman's latest HBA identifies that population in Tasman is projected to grow by 7,400 residents between 2024-2034 and almost a further 11,000 residents by 2054. The ageing population is driving a change in the average household size across the district. The average household size is projected to decrease from 2.43 to 2.23 over the next 30 years. The HBA sets out where those dwellings will likely be provided and that there will be a shortfall of approximately 360 dwellings between 2028-2034 to meet the expect growth demands. The combination of high population growth and a small rating base means it is challenging for Tasman to afford the required infrastructure investment quickly enough to ensure there is sufficient housing land capacity during this period.

When Tasman's dwelling shortfall is combined with Nelson City Council's shortfall, identified in its HBA, this grows to a combined shortfall of 600 dwellings in the medium term (2028-2034).

The 2023 census results show that between 2018-2023, Tasman was the fastest growing region in NZ at 10.3%. That equates to an extra 5,418 people (reaching 57,810) making Tasman home over the five year period. At the same time, all other regions grew less than 9%. During the same period, Tasman's dwelling count increased by 11% from 23,733 to 26,352 (+2,619). Latest subnational population estimates from Stats NZ in October 2024 show that Tasman's population grew by 1.16% year ending June 2024, to reach 60,000.

The 2023 census reports that almost half of Tasman's population growth since 2018 was in the Richmond ward, growing at 15% but predominantly in Richmond West. The Lakes Murchison ward and Golden Bay ward grew at 10%. Motueka ward has the highest proportional ethnic diversity, having a higher proportion of residents who identify as Māori, Pacific Peoples and Asian than the rest of the wards. Motueka Māori population represents 16% of the total, a rise from 15% in 2018. The need to provide for further papakāinga opportunities is therefore clear.

Between 2024-2054 the HBA identifies demand for approximately a further 20 hectares of industrial and retail/commercial land. Sufficient suitable sites are identified in the HBA such that a surplus of business land remains in the District overall. However, the accuracy of the model and the business land demand forecasts is questionable. When other projections for business land demand are examined (as required by the NPS UD), much higher demand appears to exist, for example, recent building consent trends. Projecting building consent trends suggests no surplus business land capacity exists in the HBA. In addition, Nelson City Council has identified a shortfall of commercial, retail and industrial land in the medium and long term (2028-2054). This means Tasman needs to provide for this shortfall as part of the shared tier 2 urban environment.

2.4 What are the Proposed Changes?

In summary an amendment to the TRPS is required to address the requirements of the NPS UD and to incorporate the objectives of the FDS 2022-2052. Section 7.0 provides more detail on the proposed changes to the TRPS, a summary only is provided here.

The changes to the TRPS will have the following key components:

- Amending the TRPS, particularly the Urban Development chapter (5.0), so that it is up to date in terms of growth trends and is giving effect to the NPS UD for Tasman's urban environment. This in turn will enable PC81 to the Tasman Resource Management Plan to give effect to the updated TRPS.
- Updating the TRPS to embed the FDS 2022's objectives for future urban development, for example reflected in the new objective and policy on Council being responsive to 'significant' urban development capacity that contributes to well-functioning urban environments.
- Updating the TRPS' interpretation of amenity values of the urban environment in line with the NPS UD's interpretation
- Update the TRPS to provide for a hierarchy for commercial centres in the district in line with National Planning Standards commercial zone options.

The scope of TRPS C1 is to only make changes largely required by the NPS UD and where needed to embed the FDS objectives. The approach is to retain the overall structure of the TRPS but to add and amend objectives, policies and methods.

TRPS C1 is being undertaken concurrently with PC81 of the Tasman Resource Management Plan (TRMP). Existing zoned housing and business land in the TRMP is not sufficient to meet demand, so in response, PC81 proposes the following:

- The rezoning throughout Tasman District for housing or business use – Richmond, Wakefield, Brightwater, Tākaka, Motueka, Māpua, Murchison, St Arnaud (Tophouse), Tapawera and Motueka Valley. The vast majority of the sites have already been identified in the adopted FDS and have been through a special consultative procedure in advance of this plan change.
- PC81 also proposes:
    - Infrastructure planning - introducing indicative walkways, roads and outline development plans into the TRMP to ensure appropriate connections (including three waters servicing) and development
    - Establishing a new medium density residential zone to enable further intensification in central Richmond and parts of Wakefield, Brighwater, Motueka and Tākaka
    - Updating some transportation policies and rules to support more intensive living
    - improving the policies and rules to enable papakāinga developments on Māori land
    - simplifying the process for constructing workers' accommodation
    - establishing a hierarchy of commercial centres in Tasman (and neighbourhood centres in Richmond), and supporting this hierarchy with changes to large format retail rules in the key Mixed Business Zone.

2.5 What are the Key Reasons for the Change to the TRPS?

The TRPS is outdated in parts becoming operative in 2001. Council commenced a review and preparation of new Resource Management Plans in 2019. This process was paused in late 2023 due to the emergence and subsequent repeal of new legislation and ongoing law changes following the 2023 General election. As a result some current significant issues for Tasman are not referenced in the TRPS and consequently it is missing some objectives, policies and methods.

The TRPS does not currently give effect to the NPS UD, neither does it have regard to the Nelson Tasman FDS 2022. Clause 4.1 of the NPS UD directs that *"every tier 1, 2 and 3 local authority must amend its regional policy statement or district plan to give effect to the provisions of this National Policy Statement as soon as practicable."* Table 3 in the FDS (key actions) notes that the Councils' Regional Policy Statements should align with the FDS growth strategy in the short term.

The TRPS currently refers to amenity values of the urban environment but does not incorporate the NPS UD's interpretation of amenity (policy 6):

Changes to an area that affect urban environments *"may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities and future generations, including by providing increased and varied housing densities and types."*

As urban areas grow and change, there is a risk that the vibrancy and efficiencies of town centres may be compromised by sprawling or ad hoc developments. Acknowledgement of the role and function of existing town (and neighbourhood centres in the larger towns) including their contribution to the wider urban environment context may assist to retain and enhance the vibrancy, and efficiencies of town centres as compact hubs of economic, social and cultural activity and to realise efficiencies relating to the maintenance, upgrades and extension of network infrastructure.

3. Information Sources and Consultation

3.1 Information Sources

The following information sources have been used by Council to understand the issue and develop the options for this policy statement change:

- Nelson Tasman Future Development Strategy 2022-2052, the accompanying technical report and FDS map viewer Future Development Strategy 2022 - 2052 | Tasman District Council
- FDS annual implementation plan 2024 Future Development Strategy 2022 - 2052 | Tasman District Council
- Tasman's 10 year plan 2024-2034 Tasman's 10-Year Plan 2024 - 2034 | Tasman District Council, including the activity management plans
- Tasman Housing and Business Assessment 2024 Capacity assessments | Tasman District Council and Nelson Tasman Housing Business Assessment 2024, same link.
- Tasman District Council's growth model Growth model | Tasman District Council
- Tasman District Council's 'Housing We'd Choose' 2021 report and technical appendices Capacity assessments | Tasman District Council
- Tasman District Council's town-centre audits 2020 and 2024

3.2 Consultation Actions to date

TRPS C1 engagement (concurrent with TRMP PC81 engagement)

Pre-engagement

In mid-October 2024, articles were published in the Council's "Newsline," the Waimea Weekly newspaper, in the electronically circulated Environmental Policy Newsletter, on Councils website and consultation website "Shape Tasman" and social media about TRPS C1 and TRMP PC81, supported by a Google Adwords campaign, all inviting feedback from the community.

At the same time an information booklet was sent to all landowners of sites proposed for urban rezoning in PC81 and all residents of the town affected by both plan changes. 21,800 pamphlets were circulated to all the towns and placed in Tasman libraries.

The Shape Tasman page featuring plan change 81 had 1,400 visits around this time. We received detailed feedback on the proposals from approximately 25 residents, varying from further general information requests about the plan change to clarification of the proposals for their land and in a very small number of cases, requests to consider alternative sites for zoning.

On 27th March 2025 a comprehensive guide to TRPS C1 and TRMP PC81 was prepared and distributed in Tasman's libraries and service centres, as well as posters for the same locations. Council's 'Newsline' also featured the plan change in March and April. Drop in events were held for the community between at 8 venues across Tasman between 5th and 16th April - Richmond, Brightwater, Wakefield, Māpua, Motueka, St Arnaud, Murchison and Tākaka - and the guide was also available there.

Letters were sent to all affected landowners and adjoining landowners before or early in the engagement period. E mails were sent to growers re workers' accommodation and residential/business developers in the region.

Engagement

On 27th March 2025 a comprehensive guide to TRMP PC81 and TRPS C1 was prepared and distributed in Tasman's libraries and service centres, as well as posters for the same locations. Council's 'Newsline' also featured the plan change in March and April. Drop in events were held for the community at 8 venues across Tasman between 5th and 16th April - Richmond, Brightwater, Wakefield, Māpua, Motueka, St Arnaud, Murchison and Tākaka - and the guide was also available there.

Webinars were held in April and site visits undertaken in May/June to understand local issues.

Letters were sent to all affected landowners and adjoining landowners before or early in the PC81 engagement period. E mails were sent to growers re workers' accommodation and residential/business developers in the region.

Over 120 individual written items of feedback were received during the engagement period on both TRPS C1 and PC81.

Two questions were asked on the engagement feedback form for TRPS C1, relating to the proposed changes and a summary of the responses is provided below:

1. Are there other aspects not covered by the proposed criteria for future urban development?

Themes:

- General support or no comment (majority)

- Concern over infrastructure not keeping pace with growth
- Desire for more commercial opportunities (big brand shops)
- Concern over public consultation processes (e.g. rerouting roads without community input)

Relief Sought:

- Update buildings and allow big brands in Richmond and Motueka
- Clearer parameters for when public consultation is required
- Ensure services (schools, hospitals, water) match growth

2. Do you agree with this approach to planning for our commercial centres?

Themes:

- Some support for modernization and protection of commercial centres
- Significant concern over:
    - Nightlife and associated noise
    - Arbitrary rezoning
    - Community consultation
    - Preservation of historical buildings

Relief Sought:

- Add noise insulation in new builds
- Create event centres away from residential areas
- Preserve the town hall and historic features
- Provide clearer planning hierarchies and community input channels

Previous FDS community engagement and consultation

The vast majority of sites proposed in PC81 form part of the adopted FDS. Community engagement occurred on the FDS during October 2021 focussing on the proposed outcomes (later named objectives) and the community was invited to suggest sites for future housing and business development. Full public consultation took place on the draft FDS using the special consultative procedure between March and May 2022 and 568 submissions were received. Hearing submitters occurred over four days followed by deliberations and a recommending report from the delegated hearing panel.

Some housing and business sites were proposed via submissions received through the public consultation. For these sites, all neighbours likely to be affected by the proposals were contacted and their views on the proposal were included within the officers' deliberations report to the FDS Subcommittee. See:
https://tasman.infocouncil.biz/Open/2022/05/SH_20220531_ATT_4260_EXCLUDED.PDF

In addition any new sites proposed through submissions on the FDS were provided to ngā iwi for comment.

3.3 Iwi Involvement and Advice

FDS consultation

Engagement with ngā iwi and hapū on the FDS commenced early in the process in March 2021. Hui were held from September 2021. Pages 39-40 of the FDS technical report (Future Development Strategy 2022 - 2052 | Tasman District Council) list all hui held. Ngā iwi were all contacted and invited to participate in the process. Manawhenua Ki Mohua, Ngāi Tahu, Ngāti Waewae, Te Āwhina Marae, Onetahua Marae and Whakatū Marae were also contacted. Involvement of individual iwi varied according to available capacity, but overall good participation was secured.

Some iwi submitted on the FDS (Ngāti Apa, Te Ātiawa) and commercial entities Ngāti Rārua Atiawa Iwi Trust and Wakatu Incorporation. All iwi had been invited to or attended numerous hui on the draft FDS and as a result, the number of submissions from iwi was low.

The FDS Subcommittee which heard and deliberated on submissions included Ms Ina Kara-France as a representative of ngā iwi o Te Tauihu o Te Waka a Māui. Ms Kara France received unanimous support from the chairs of the eight iwi of Te Tauihu.

The adopted FDS includes a statement of iwi and hapū values and aspirations which were drafted by a number of ngā iwi and hapū including Ngāti Apa ki te Rā Tō, Te Ātiawa, Ngāti Rārua, Ngāti Tama and Rangitāne o Wairau. Whanau from Te Awhina Marae also contributed and the drafts were circulated to all iwi for contributions. Figure 2 below shows that these values include partnership between Tangata Whenua and Councils, working in a Te Tiriti o Waitangi partnership to achieve their shared goals under the FDS.



Figure 2 – Iwi and hapū values and aspirations FDS (page 6)

TRPS C1 and TRMP PC81 ngā iwi engagement

In accordance with Schedule 1 - clauses 1a, 3(1 d), cl3B, cl4A - and s.32 (4A) requirements of the RMA, hui concerning the TRPS C1 and TRMP PC81 commenced in July 2024. Engagement with ngā iwi was held concurrently on both draft changes.

On the 30th July 2024 a hui was held with ngā iwi outlining the proposals for both the TRPS and TRMP and the sites concerned. Ngā taiao kaimahi attended from Manawhenua Ki Mohua, Ngāti Kuia, Ngāti Rārua, Ngāti Tama, Ngāti Waewae, Te Ātiawa and Ngāti Koata. During that hui, questions were asked about specific sites and the proposals for those sites; whether wildfire risk had been considered in the evaluation of the sites; whether the proposals had been assessed against section 6 of the RMA (matters of national importance); and the relationship of this plan change to other projects currently being undertaken by the environment policy team.

On 16th September 2024 new draft issues, objectives, policy and reasons for the TRPS on unanticipated or out of sequence plan change proposals for urban development were circulated by e mail to ngā iwi for consideration. After a period of time to allow ngā iwi to consider the proposals, a second hui was held on 30 Sept 2024. Ngā taiao kaimahi attended from Ngāti Tama, Ngāti Kuia, Manawhenua Ki Mohua and Te Rūnanga o Toa Rangatira. The purpose of this hui was both to gain feedback on the draft TRPS criteria to manage unanticipated or out of sequence plan change proposals for urban development and to obtain feedback on ngā iwi's places of significance to Māori for the sites being rezoned through PC81 to the TRMP.

Feedback was received on these elements of TRPS C1 as follows:

- Queries about the Government's proposed changes to the NPS UD
- Whether a criterion around keeping development away from the coastal environment had been considered?
- For the criteria to reiterate and provide for kōrero between the developer and iwi upfront
- For the criteria to be consistent with upcoming changes to several NPS's

Following this feedback, an amended policy for the TRPS was circulated to ngā iwi for comment. This led to communication between Ngāti Kuia and officers, clarifying the intent of the policy and the meaning of 'significant urban development proposals.'

Ngāti Rārua (absent from the 16th September hui), later confirmed it was also content with the wording of the draft policy on unanticipated or out of sequence urban development for the TRPS.

On 5th February 2025 a hui was held with ngā iwi on the papakāinga provision update as part of PC81. Ngā taiao kaimahi attended from Manawhenua Ki Mohua, Ngāti Rārua, Ngāti Tama, Ngāti Waewae, Te Ātiawa, Ngāti Koata and Whakarewa Trust. A detailed discussion was held on the different potential definitions of papakāinga, the options for updating the TRMP with provisions and rezoning and enabling papakāinga generally. While most of the feedback related to potential changes to the TRMP, it was also noted that TRPS C1 contains a new objective and policy seeking a diverse range of housing types in Tasman which includes papakāinga.

A papakāinga self-nominated working group was subsequently set up in March 2025 to complete drafting of the papakāinga provisions for draft TRMP PC81. Ngā taiao kaimahi from Te Ātiawa, Ngāti Tama, Manawhenua Ki Mohua, Ngāti Toa, Whakarewa Trust and Ngāti Rārua formed the papakāinga working group. Three hui were held in March and a hui towards the end of March culminated in the working group reporting back to the wider iwi group, just prior to the engagement period on TRPS C1 and PC81 commencing.

Following the release of the National Policy Statement for Papakāinga (NPS-P), Council undertook a dedicated and collaborative process with ngā iwi to refine the papakāinga provisions in both the TRPS and TRMP. This process included a series of hui specifically focused on ensuring that the new policy framework would genuinely enable a wider range of papakāinga opportunities and reflect iwi aspirations for housing and cultural wellbeing. Importantly, the working group continued to meet and refine the provisions until representatives from Wakatū Incorporation and Whakarewa Trust were comfortable with the final approach. This consensus-driven process has resulted in papakāinga

provisions that are robust, responsive, and fully aligned with the intent of the NPS-P and the expectations of iwi partners.

4. What are the Key Resource Management Issues?

4.1 Resource Management Issues

Section 2.5 above sets out the key reasons for TRPS C1, many of which are due to giving effect to the NPS UD and having regard to the FDS.

The key resource management issues are:

- The population of Tasman has grown significantly in recent years, being the fastest growing region in New Zealand between 2018-2023, its population increasing by 5,420 people or 10.3%. Historically growth has been accommodated by urban expansion in Tasman. Recent FDSs have considered different growth patterns and the most recent FDS adopted a spatial strategy of largely consolidating growth along State Highway 6 between Atawhai and Wakefield, while also providing growth opportunities for Māpua and Motueka and some of Tasman's rural towns. Tasman has a statutory obligation to provide sufficient housing and business land capacity in its urban environment to meet expected demand. There is a need to provide for urban growth and infrastructure that meets the social, cultural and economic needs of a diverse population, while at the same time ensuring that important environmental and cultural values are protected.

- Tasman has a legal obligation to provide sufficient capacity of the right type of housing land to meet demand, e.g. sufficient attached dwellings whether they be duplexes, townhouses or terraced houses and papakāinga. Recent Housing and Business Assessments show a consistent shortfall of supply of small attached dwellings and unmet demand for housing for Māori.

- Despite the Council having adopted an FDS in 2022 and policy 6 of the NPS UD requiring councils to make decisions around a planned urban built form, the NPS UD also requires Council to be responsive to unanticipated or out of sequence plan change proposals within the urban environment, in certain circumstances.

- As urban areas grow and change, there is a risk that the vibrancy and efficiencies of town centres may be compromised by sprawling or ad hoc developments. A planned approach to providing for commercial growth can address this risk. This includes acknowledgement of the role and function of existing commercial (and neighbourhood centres in the larger towns) including their contribution to the wider urban environment context may assist to retain and enhance the vibrancy, and efficiencies of commercial centres as compact hubs of economic, social and cultural activity and to realise efficiencies relating to the maintenance, upgrades and extension of network infrastructure.

4.2 Efficiency and Effectiveness Review

Council undertook an efficiency and effectiveness (RMA s.35) review of the operative TRPS provisions in 2021, including urban growth and infrastructure. This has helped to understand the current situation including where current Plan provisions may not be efficient and effective at addressing the above issues. The key findings of the s.35 report of relevance were:

- 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 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.

Key recommendations from the s.35 report in relation to urban growth were:

- National directives (including the NPS UD) will need to be given effect to in the TRPS in due course
- Add a new issue to the TRPS addressing the need to provide for urban growth and infrastructure that meets the social, cultural and economic needs of a diverse population, while at the same time ensuring that important environmental and cultural values are protected
- Providing for a range of housing options to help address the current pressure on housing availability and the increasing unaffordability of housing
- Consider either including 'urban growth and infrastructure' in the RPS as a stand-alone issue or merging it with existing RPS issues related to urban development and infrastructure e.g. existing issue 5.6 or 5.7.

4.3 Outcomes sought

This change to the TRPS seeks the following outcomes which respond to the identified resource management issues above:

- That Council contributes to a well-functioning Nelson Tasman urban environment.
- That Council provides sufficient housing and business land capacity, to meet expected demand in the urban environment, in alignment with the FDS, while ensuring that important environmental and cultural values are protected.
- That Tasman provides a variety of housing types, including medium density and papakāinga.
- A planned pattern of zoning and sequenced availability of development opportunities providing planned urban built form
- An established hierarchy of existing commercial centres that provides a focus for retail, commercial, community and entertainment activities and that serves the social, cultural, economic and environmental needs of the community.
- That Council decisions on unanticipated or out of sequence plan change proposals for urban development are responsive, where those proposals would add significant development capacity and contribute to well-functioning urban environments.

These outcomes align well with the objectives of Council's FDS, that guide the nature of the housing and business land capacity to be provided. The FDS objectives were originally drafted as outcomes but later changed to objectives following submissions. They were developed with input from iwi and hapū, elected members, infrastructure providers, stakeholders and the community. They were also informed by relevant directions in national policy documents. Sometimes a balance between competing objectives must be found:



Figure 3 – FDS' eleven objectives

5. What are the Options?

5.1 Options for achieving the objectives/purpose of change (implementing the requirements of the NPS UD)

Tasman's urban environment, comprising the towns of Richmond, Brightwater, Wakefield, Māpua and Motueka forms part of the shared Nelson Tasman urban environment, listed in the NPS UD. Tasman is a tier 2 local authority under the NPS UD.

Reasonably practicable options to respond to current and projected growth in Tasman's urban environment have been fully considered during preparation of this policy statement change as well as preparation of Council's latest FDS.

The existing regionally significant issues of the TRPS were reviewed as to their scope and whether they sufficiently provided for the requirements of the NPS UD. It is significant to note that TRPS C1 is proposed in conjunction with TRMP C81.

Three high level and broad options were considered for achieving the objectives/implementing the requirements of the NPS UD, in accordance with s.32 (1) (b) and s.32 (2) of the RMA. Tables outlining the high-level option assessment to determine the effectiveness and efficiency of the different options are in section 9.0 of this report. In general, because TRPS C1 is responding largely to national direction, the options were limited. However, the three high level options considered were:

Option 5.1.1

Introduce a suite of provisions in the TRPS to give effect to the NPS UD and where relevant to reflect the FDS objectives. The overall structure of the TRPS is retained but issues, objectives, policies and methods are added or existing ones amended to give effect to the NPS UD.

Option 5.1.2

Do not update the TRPS with a new package of provisions instead relying on its existing provisions (status quo).

Option 5.1.3

Do not update the TRPS, instead rely on non-RMA methods to achieve a well-functioning urban environment, including Council's Long Term Plans, Council's infrastructure strategies, memorandums of understanding between Council and developers, Council's existing urban design guides appended to the TRMP, development contribution remissions for smaller homes, rates remissions for papakāinga, memorandum of understanding with developers.

These options form part of the evaluation of the approach to this topic. Section 9 below provides the analysis of these options and arrives at the preferred option.

Preferred Option

Option 5.1.1 is preferred as fully assessed in section 9 of this report.

6. What is the Statutory and Policy Context?

6.1 Introduction

In carrying out a s32 analysis, an evaluation is required of how the objectives of the proposal achieve the purpose contained in Part 2 of the RMA (s.32 (1) (a). S.5 of Part 2 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources. In achieving this purpose, councils also need to recognise and provide for the matters of national importance identified in s6, have particular regard to other matters referred to in s7 and take into account the principles of the Treaty of Waitangi referred to in s8.

The RMA requires every region to prepare a Regional Policy Statement (RPS). The purpose of an RPS (s.59 RMA) is to achieve the purpose of the Act by providing an overview of the resource management issues of the region and objectives, policies and methods to achieve integrated management of the natural and physical resources of the whole region. A regional council must prepare and change its RPS in accordance with a national policy statement (s.61 (1) (da)).

The RPS must also enable a regional council to achieve its functions as set out in s.30 of the RMA which include to ensure that there is sufficient development capacity in relation to housing and business land to meet expected demands of the region (s.30 (1) (ba)) and the strategic integration of infrastructure with land use through objectives, policies and methods (s.30 (1) (gb)).

6.2 FDS

The Nelson Tasman FDS 2022-2052 is a statutory strategy. The NPS UD requires Tier 2 authorities like Tasman to prepare an FDS. It is Tasman's second FDS and was deliberately a new FDS (rather than an update of the 2019 FDS) because the National Policy Statement on Urban Development Capacity 2016 was replaced by the NPS UD in 2020. The requirements for an FDS to consider were therefore different and a new FDS was needed to incorporate the NPS UD's amended requirements on content, engagement and consultation.

The FDS gives effect to the relevant higher order RMA national instruments and therefore there is no need for an assessment of Part 2 matters for this policy statement change. TRPS C1 is giving effect to the adopted FDS and NPS UD. The NPS UD requires authorities such as Tasman to have regard to the relevant FDS when preparing or changing RMA planning documents.

The FDS is a high level 30-year strategy which considered numerous options for accommodating continued urban growth in Tasman and Nelson, as the extract from the FDS technical report below shows:

Figure 10 below sets out a simple evaluation of how the spatial scenarios used to inform the draft FDS were considered to meet the 11 FDS objectives.

Green indicates that the scenario aligns with the outcome, orange indicates that the scenario partially meets the outcome and red shows that there is misalignment with the objectives.

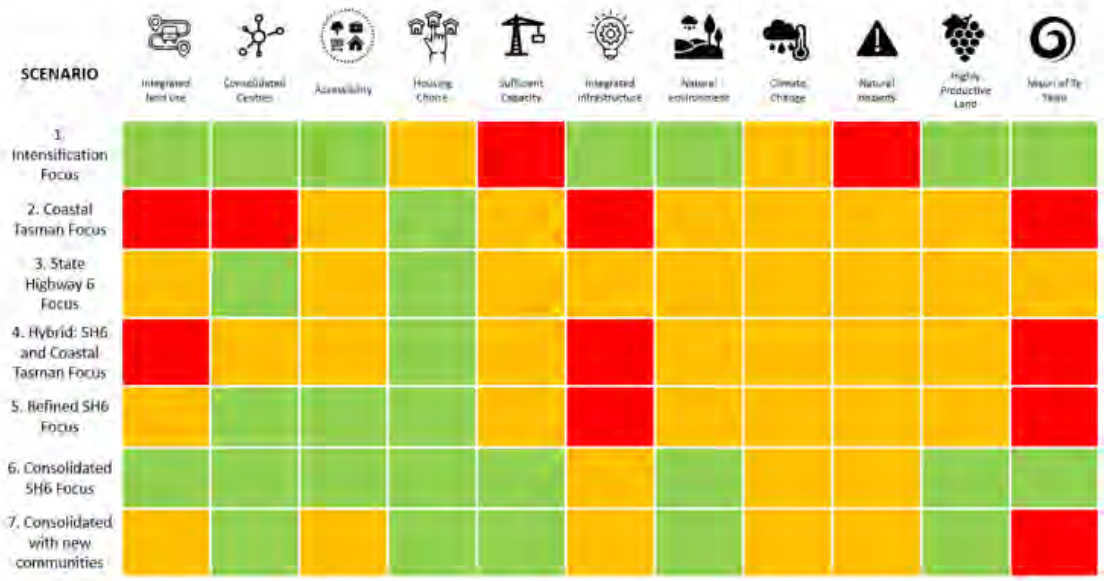


Figure 10 Evaluation of Scenarios against the draft FDS Objectives

Figure 4 Evaluation of different spatial scenarios from the FDS (figure 10)

The adopted FDS advocates a strategy of consolidated growth focused largely along State Highway 6 between Atawhai and Wakefield, also providing growth options for Motueka and Māpua and some of Tasman's rural towns.

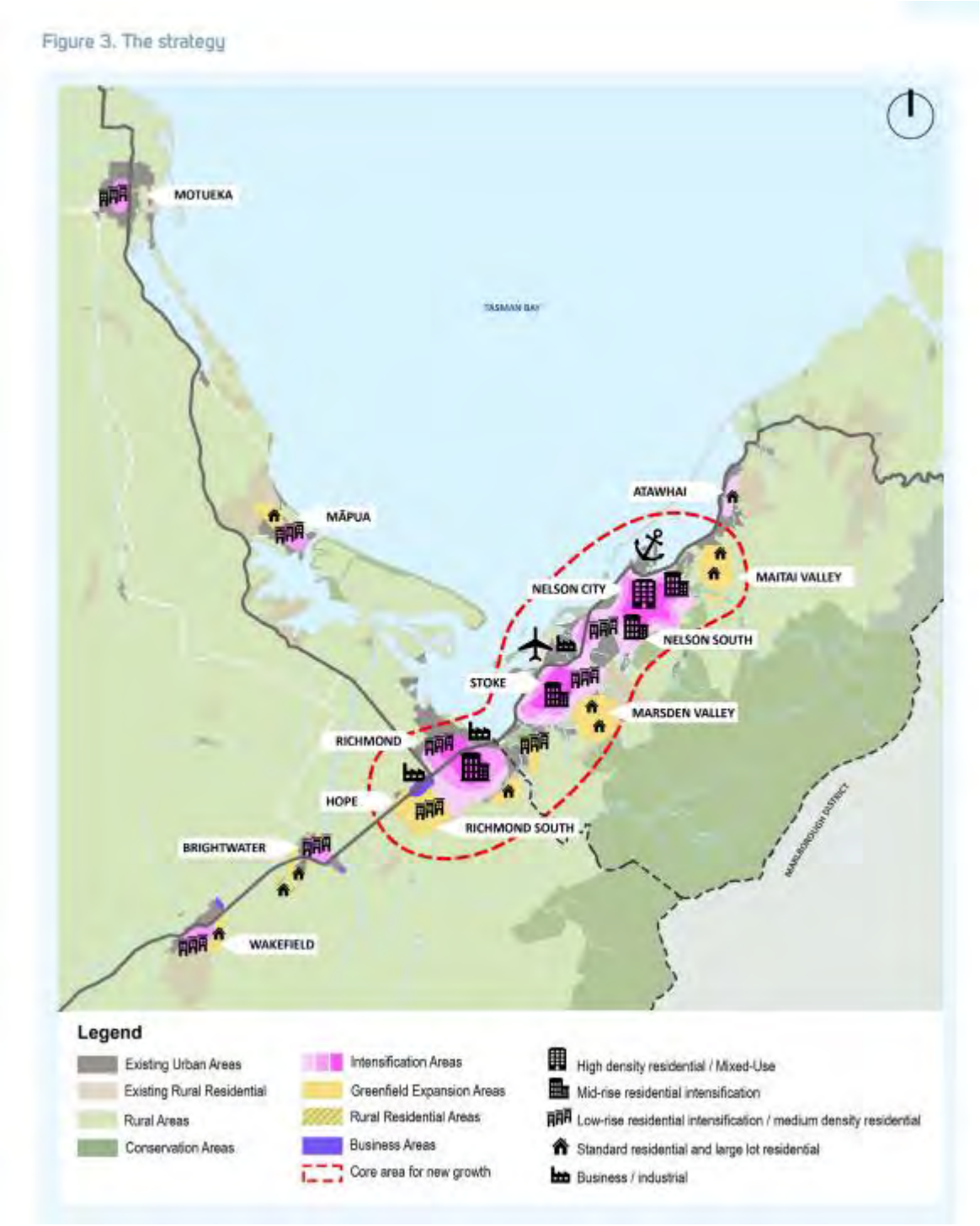


Figure 5 – the spatial plan in the adopted FDS

6.3 Relevant Statutory and Policy Documents

This section sets out the statutory and policy documents that have particular relevance to this topic. These have been used to inform and guide Council's assessment of the proposal and options to determine the most appropriate options:

- National Policy Statement on Urban Development (NPS UD) 2020 – in particular Objective 1-6 inclusive and Objective 8, Policies 1-2 inclusive and Policies 5-6 and 8-9 inclusive
- Nelson Tasman Future Development Strategy 2022-2052 and the associated technical report

The decision of the Supreme Court in Environmental Defence Society Inc v New Zealand King Salmon Company Limited (2014) means that in relation to Part 2 of the RMA where planning documents are established (have gone through their formulation process), they can be assumed to be in accordance with Part 2. Lower level planning documents (e.g. plans) can therefore concentrate on giving substance to the provisions of the next level up in the hierarchy, rather than going back to consider Part 2 of the RMA in the preparation of these documents.

The Court's decision reinforces the hierarchy of planning documents required under the RMA and the importance of higher-level documents in directing those that must follow them.

6.4 Resource Management Act 1991

Section 6 Matters of National Importance and Section 7 Other Matters

This policy statement change is implementing both the NPS UD (a national instrument issued under section 52 (2) of the RMA) and Council's adopted FDS (a statutory strategy which is in accordance with part 2 of the RMA), as well as giving effect to other national policy statements such as the NPS on Freshwater Management and NPS on Highly Productive Land. These planning documents have gone through their formulation process and can be assumed to be in accordance with Part 2 of the RMA.

Section 61 of the RMA also requires that TRPS C1 is in accordance with NPSs and any regulations, and that TRPS C1 must be prepared and changed "in accordance with" those documents. The national instruments considered for their relevance to this topic are National Policy Statements and the National Environmental Standards that are currently in force (as opposed to being proposed). These are identified below:

Relevant national instrument	Reason for relevance
National Policy Statements (NPS)	
NPS Urban Development 2020	• Sets out the objectives and policies for planning for well-functioning urban environments and applies to all local authorities that have all or a part of an urban environment within their district or region. • Requires Tasman District Council as a Tier 2 Council to provide for projected housing and business land demand. • Includes policies and objectives that set direction for Councils to (among other things) improve housing affordability, enable a variety of homes, and provide development capacity to meet expected housing and business demand. • Policies and objectives of particular relevance are as follows: • Objective 1: NZ has well-functioning urban environments • Objective 2: Planning decisions improve housing affordability • Objective 3: Regional policy statements enable more people to live in and more businesses to be located in areas of an urban environment. • Objective 4: NZ's urban environments develop and change over time in response to the diverse and changing needs of people, communities and future generations • Objective 5: Planning decisions relating to urban environments take into account the principles of the Treaty of Waitangi • Objective 6: Local authority decisions on urban development that affect urban environments are responsive, particularly in relation to proposals that would supply significant development capacity • Objective 8: NZ's urban environments support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change

	• Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum: a) have or enable a variety of homes that: (i) meet the needs, in terms of type, price, and location, of different households; and (ii) enable Māori to express their cultural traditions and norms; and b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and e) support reductions in greenhouse gas emissions; and f) are resilient to the likely current and future effects of climate change. • Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term. Policy 5: planning decisions relating to urban environments take into account the Treaty of Waitangi • Policy 6: when making planning decisions that affect urban environments and they may involve significant changes to an area, decision makers have particular regard to the planned urban built form which may detract from amenity values appreciated by some people but improve amenity values appreciated by others, including providing increased and varied housing densities and types • Policy 7: Tier 2 Authorities set housing bottom lines for the short, medium and long term in their regional policy statements and district plans • Policy 8: Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is: (a) Unanticipated by RMA planning documents; or (b) Out-of-sequence with planned land release • Policy 9: Local Authorities must, in relation to urban environments, involve hapū and iwi in the preparation of RMA planning documents by undertaking effective consultation that is early, meaning and as far as practicable, in accordance with tikanga Māori TRPS C1 achieves all the above objectives and policies of the NPS UD. TRMP PC81 which is being prepared concurrently, will implement the proposed objectives and policies of TRPS C1, for example by providing plan-enabled urban development capacity required to meet expected demand in the next 10 years.
NPS Freshwater Management 2020	The Resource Management (Freshwater and Other Matters) Amendment Act 2024 amended this NPS. Clause 1.3 of the NPS FM contains the concept of Te Mana o te Wai and recognises the fundamental importance of freshwater and that protecting the health of freshwater protects the health and wellbeing of the wider environment. Te Mana o te Wai includes a hierarchy of obligations, setting out in priority order the need to protect: • First the health and wellbeing of water bodies and freshwater ecosystems • Second the health needs of people (such as drinking water) • Third the ability of people and communities to provide for their social, economic and cultural wellbeing, now and in the future. Managing freshwater in a way that prioritises the hierarchy of obligations is the stated objective of the amended NPS-FM at clause 2.1.

	The proposed new urban development objective and policy on unanticipated or out of sequence plan change proposals for urban development has considered adverse effects on the natural environment and requires plan changes to minimise such effects, with opportunities for restoration to be realised.
NPS Highly Productive Land	The NPS-HL became operative in October 2022, and it seeks to ensure that the most favourable soils for food and production are protected now and for future generations. The proposed new urban development objective and policy on unanticipated or out of sequence plan change proposals for urban development in TRPS C1 has considered highly productive land and includes it as a criterion for plan changes to address. If the plan change proposal contains highly productive land, this may mean the urban development capacity is not 'significant' - unless it is required to provide sufficient development capacity to meet expected demand, there are no other reasonably practicable and feasible options and the environmental, social, cultural and economic benefits outweigh the long term environmental, social, cultural and economic costs;
National Environment Standards	
NES for Assessing and Managing Contaminants in Soil to Protect Human Health	The NESCS is a nationally consistent set of planning controls and soil contaminant values. It ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed and if necessary the land is remediated or the contaminants contained to make the land safe for human use. This NESCS is a consideration that will be addressed at consent stage, as if land is contaminated it will need remediation.
National Planning Standards	
National Planning Standards 2019	The National Planning Standards have been reviewed to inform the commercial centre hierarchy proposed.

6.5 Section 8 Treaty of Waitangi

The principles of the Treaty of Waitangi (Te Tiriti o Waitangi) have been taken into account and ngā iwi are being consulted on the proposed policy statement change and its provisions. Section 3.3 above lists the engagement with ngā iwi to date and feedback received has been taken into account during the development of this policy statement Change. As such it is considered that the principles of the Treaty of Waitangi have been taken into account.

6.6 Iwi Management Plans

The following iwi Management plans are considered to be relevant to this topic. The table below identifies the document and the relevant provisions within it.

Iwi Management Plan	Relevant Provisions	Reason for Relevance
Ngāti Koata Rangitoto ki te Tonga Trust Iwi Management Plan 2002	The Ngāti Koata IMP contains policies on land disturbance from terrestrial development and its potential impact on heritage values, particularly inappropriate earthworks. The plan also identifies issues of concern that include the degradation or destruction of areas of significant flora and fauna through land development, as well as degradation or destruction of the habitats of native fish through the drainage of wetlands, pollution of waterbodies, removal of riparian vegetation and diversion and damming of water	This policy statement change implements the NPS UD and in doing so enables urban development capacity in Tasman. However in doing so important environmental and cultural values need to be protected. The proposed objectives and policies include criteria that ensure new development is either consistent with the FDS (whose sites have been assessed against such values), or proposed plan changes meet new criteria which include such values.

Pakohe Management Plan 2015 –Te Rūnanga O Ngāti Kuia 2015	The purpose of this plan is to maintain whakapapa and historical connections to Pakohe (rock that may contain Argillite), for current and future generations.	The policy statement change is unlikely to affect Ngāti Kuia's ability to maintain a connection to Pakohe. However ongoing consideration is being given to managing adverse effects on sites of cultural heritage significance as part of the policy statement change process.
Ngāti Tama ki Te Waipounamu Trust Environmental Management Plan 2018	This plan contains aspirations on ensuring cultural values are protected in the management of wastewater and ensuring wāhi tapu and resource gathering areas are protected from wastewater contamination. Physical and spiritual degradation of wai (water) and contaminated stormwater run-off are also highlighted as issues. The plan seeks for urban development to be contained within urban zones and productive rural areas to be protected from such development, as well as development to maintain and enhance the natural environment.	The FDS proposes more efficient use of land within the urban environment. This is reflected in proposed new provisions in the TRPS. New provisions also require new infrastructure to be integrated with the growth, including wastewater infrastructure. Where a plan change is proposed for urban development that is not consistent with the FDS, new provisions require that adequate new infrastructure is planned and funded by the developer and delivered to integrate with local government planned investment.
Ngāti Rārua Environmental Strategy 2021	The strategy encourages affordable housing options, opposes development in areas of significance to Ngāti Rārua and discourages development within areas of high natural values or on highly productive rural land. Incorporation of cultural values in urban development is supported.	The new objectives and policies require a range of housing types including smaller houses and papakāinga. The protection of highly productive land and cultural heritage and traditions is also included as criteria for new urban development.
Te Ātiawa o Te Waka a Māui Iwi Environmental Management Plan	This plan highlights issues including the destruction and/or modification of sacred areas and burial grounds from development. Also the discharge of contaminants into water, affecting the health of the freshwater ecosystems and the drainage of freshwater wetlands resulting in the loss of ecosystems. Policy 2 seeks to ensure a range of desirable housing options, including papakāinga are available.	Proposed new urban development objectives and policies on unanticipated or out of sequence plan change proposals for urban development has considered adverse effects on the natural environment as well as protection of places of cultural heritage significance to Māori. The new objectives and policies also require a range of housing types including smaller houses and specifically papakāinga.
Ngā Taonga Tuku Iho Ki Whakatu Management Plan 2004	This plan contains a number of policies relating to urban planning and land management, including protecting sacred places from adverse effects of land use, safeguarding indigenous vegetation and promoting the enhancement and restoration of areas with urban development. Pressures on ngā whenua (land) are highlighted from urban development.	Proposed new urban development objectives and policies have considered adverse effects on the natural environment as well as protection of places of cultural heritage significance to Māori. A new policy seeks for all change to help revive and enhance the mauri of Te Taiao.

6.7 Government policy statements

Document	Relevance

Government Policy Statement (GPS) on Land Transport June 2024	The Government's four strategic priorities in the GPS on land transport are (i) economic growth and productivity (ii) increased maintenance and resilience (iii) safety (iv) value for money. The GPS influences decisions on how funding from the National Land Transport Fund (NTLF) is invested. Changes in the NTLF from the 2021-2024 fund has meant funding assumptions made in Council's LTP 2024-2034 need to be reduced in the 2025 Annual Plan, particularly on walking and cycling routes and local road improvements. However Council's Walking and Cycling Strategy and the Activity Management Plan proposes a long-term commitment to completing further improvements and changes to the transport network to support intensification, for example residential greenways, speed limit reductions, and high-quality separated cycle lanes. Availability and accessibility of transport infrastructure is considered in amended and proposed objectives in this policy statement change to recognize the role that public and active transport can play. The GPS also reintroduces Roads of National Significance and these include the Hope bypass in Tasman which will be in the vicinity of new growth areas. The Government expects NZTA to prioritise these roads in the development of its National Land Transport Programme. An investment case for the Hope bypass is currently being developed by NZTA.
Government Policy Statement for Housing and Urban Development (GPS HUD) 2021	The GPS HUD is focused on ensuring housing affordability and availability for New Zealanders. Its key outcomes are thriving and resilient communities, wellbeing through housing, Māori housing through partnership and an adaptive and responsive system. The RPS change contributes to these outcomes by enabling housing and urban development in a way that focuses on wellbeing and connectivity as well as climate resilience. The RPS change seeks to enable housing land capacity and a variety of housing typologies which may assist with improving housing affordability. The GPS also indicates that Government activity and investment will be focused on cities and regions experiencing the greatest growth-related pressures. Despite Tasman being the fastest growing region between 2018-2023 Tasman is not shown on the map as an area that MHUD and Kāinga Ora would be focusing investment.

6.8 Other relevant management plans and strategies

The following plans, assessments and strategies are relevant to this Policy Statement Change:

Relevant plan/strategy	Organisation	Relevance
Nelson Tasman Future Development Strategy 2022-2052	Tasman District Council and Nelson City Council	Informs TRPS C1 on the preferred location of future housing and business sites to accommodate growth, as well as mapped environmental constraints and opportunities and trunk infrastructure requirements to provide for the growth
Tasman Housing and Business Assessment (HBA) 2024	Tasman District Council	The 2024 HBA sets out the expected demand for housing and business sites over the next 30 years and where the housing and business land capacity will be provided, together with any shortfalls.
Long Term Plan 2024-2034	Tasman District Council	The Long Term Plan provides for the strategic integration of infrastructure with planned

		housing and business land capacity, informed by the FDS.
Regional Public Transport Plan 2024-2034	Tasman District Council and Nelson City Council	The Plan details the investment programme required to increase the role public transport plays in delivery of a multimodal sustainable transport future for the region. It focuses on delivering a system that builds on the step change that was delivered by the recent introduction of eBus services.
Regional Land Transport Plan 2024-2034	Tasman District Council and Nelson City Council	The Plan sets priorities for state highway and Council transportation activities in a period of continued growth of the region. The key issues over the 10 year period are vehicle usage growth, safety, frequent weather events affecting accessibility, road maintenance being underfunded and impact of vehicle usage on the natural environment.
Aotearoa New Zealand's Emissions Reduction Plan 2022 and National Adaptation Plan 2022	Central Government	These documents work together to achieve a climate-resilient Aotearoa New Zealand. This complements the characteristics of a well-functioning urban environment in the NPS UD and provisions of this policy statement change.

7. What are the Proposed Objectives, Policies and Methods in TRPS C1?

Overview of Strategic Direction

Section 2.4 above provides a brief summary of the proposed changes to the TRPS.

The proposed objectives, policies and methods are set out here in more depth to provide context for the evaluations that follow. The high level evaluation is carried out in Section 9 'assessment of the efficiency and the effectiveness of the provisions in achieving the objectives' and Section 10 'Assessment of appropriateness of the proposed objectives to achieve the purpose of the Act.' Section 8 'Scale and Significance' evaluates the scale and significance of the topic which establishes the level of evaluation carried out.

The schedule of proposed amendments to the TRPS can be found in appendix 2.

What are the Proposed Objectives, Policies and Methods?

The proposed changes to the TRPS objectives, policies and methods, are summarised below.

Tasman Regional Policy Statement provision	**Proposed amendment**
Introduction section 1.3	Expansion of 'Council's resource management functions under the RMA' to include amendments to s.30 and s.31 made since the TRPS became operative – concerning providing sufficient development capacity to meet demand. Expansion of issues in the TRPS to reflect the above function required by the RMA. Also amendment to existing issue 'maintaining urban amenities and environment quality' to recognize that amenity values in areas planned for intensification develop and change over time, in

	accordance with the NPS UD's interpretation of amenity values of urban environments.
Interpretation of terms section 2.0	Addition of definitions for tier 2 Local Authority, urban environment, Tasman's urban environment and well -functioning urban environment
General Objective 2A Section 3.0	Remove 'housing bottom lines' currently forming General Objective 2A (and move those to new Urban Development Objective 5.1A). Replace with a new General Objective on Tasman contributing to a well-functioning Nelson Tasman urban environment
Urban Development Section 5.1	Update introductory text on population growth and reference to three new issues: • Providing sufficient housing and business land capacity to meet demand in the urban environment • A lack of variety of homes • Private plan changes can trigger out of sequence or unanticipated development that may not be consistent with providing a well- functioning urban environment
Urban Development Issues section 5.2	Insertion of three new issues on providing for urban growth and infrastructure, variety of housing and unanticipated or out of sequence, significant urban development capacity
	Amendment of existing urban development issue 5.1 – 'allocation of high quality periurban lands' – to update the benefits of managed urban expansion for horticulture. Also updated to explain the need for managed urban expansion and intensification housing opportunities in Tasman, as well as recognising that amenity values in areas planned for intensification develop and change over time
	Amendment of existing urban development issue 5.7 – 'maintenance and enhancement of the quality of the urban environment' – to acknowledge the risk that sprawling or ad hoc commercial developments can have on the vibrancy and efficiencies of town centres. Also proposing the role and function of town centres (and neighbourhood centres in the larger towns) should be acknowledged.
Urban Development Objectives section 5.3	Insertion of three new urban development objectives 5.1A, 5.1B, 5.1C: • Providing sufficient housing and business land capacity to meet demand in the urban environment, using the 'housing bottom lines' • Providing for a range of housing types in the towns, including opportunities for medium density dwellings and papakāinga • Tasman's urban centres grow in accordance with a planned built urban form, whilst remaining responsive to unanticipated or out of sequence plan change proposals for urban development, where those proposals would add significant development capacity and contribute to well-functioning urban environments • Amendment of an existing urban development objective 5.5 on urban environmental quality to update it: to recognize that amenity values of the urban and built form in areas planned for intensification develop and change over time (rather than maintaining and enhancing amenity values of small towns)

Urban Development policies and methods section 5.4	Insertion of three new urban development policies 5.1A, 5.1B and 5.1C and associated methods: • Details of the ten outcomes sought from new residential and business land capacity, (one of which comprises a range of housing choices), with corresponding methods of implementation • Criteria for 'significant' development capacity proposed in a plan change for urban development, with corresponding methods of implementation • Council's proposed hierarchy of existing commercial centres to provide a focus for retail, commercial, community and entertainment activities that serve the social, cultural, economic and environmental needs of the community, with corresponding methods of implementation. Amendment of an existing urban development policy 5.1 on highly productive land: • To recognize that amenity values of the urban and built form in areas planned for intensification develop and change over time and • Recognizing the need to provide sufficient development capacity to meet demand, with corresponding methods of implementation

8. How was the Scale and Significance Evaluated?

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

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

The scale and significance can also be affected by the reason for the change and this has been taken into account in assessing this.

Evaluation of Scale and Significance

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

	Low	Medium	High
Degree of change from the Operative Plan or the status quo	✓		
Effects on matters of national importance (s6)	✓		
Effects on Other Matters (s7)	✓		
Relevant to the principles of the Treaty of Waitangi (s8)	✓		

	Low	Medium	High
Relevance to Te Ao Māori, Iwi management plans and level of interest expressed by iwi		✓	
Scale of effects geographically (local, district wide, regional, national), and duration of likely effects		✓	
Scale of effects on people (how many will be affected and degree of interest – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)		✓	
Scale of effects on those with specific interests, e.g., industry groups		✓	
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? Is it consistent, inconsistent or contrary to those? Is this a new issue in the region? Or have uncertainties around evidence, or benefits and costs	✓		
There is a low degree of policy risk for Council as ngā iwi have been involved with this policy statement change. Growth is not a new issue to Tasman region and has been well consulted on previously through two FDSs (2019 and 2022). *Effects arising from TRPS C1 have already been considered by the FDS, a higher order document. Some effects are also considered by other higher order documents such as the NPS UD e.g. the change to the interpretation of amenity in respect of intensification. Tables in sections 9 and 10 demonstrate that the benefits of TRPS C1 outweigh the costs and uncertainties around evidence for TRPS C1 do not arise.*			
Likelihood of increased costs or restrictions on individuals, communities or businesses	✓		

The scale and significance of TRPS C1 is assessed as **low-medium** overall, hence the detail provided within this evaluation is commensurate with the scale and significance of the environmental, economic and cultural effects that are anticipated. The rigour of the analysis for the preparation of the FDS, involvement of ngā iwi and the extent of public consultation for the FDS has influenced the selection of the low level of significance overall. Industry groups such as developers may be affected to a slightly greater extent by the introduction of new provisions relating to plan change proposals for urban development.

9. Assessment of the efficiency and effectiveness of the provisions in achieving the objectives

9.1 Introduction

Section 5.0 of this report provides the three options that were considered for achieving the objectives/purpose of change (implementing the requirements of the NPS UD). These options are now assessed in terms of costs, benefits, effectiveness and efficiency and risk of acting or not acting in the table below.

Section 7.0 of this report provides a fuller summary of the suite of proposed provisions to the TRPS for C1, all of which relate to urban development. The assessment below therefore groups the urban development provisions together for assessment.

In accordance with s.32 (1) (b) this section of the report examines whether the provisions in the proposal are the most appropriate way to achieve the objectives. The evaluation is set out in the table below titled, 'Evaluation or Proposed Policies and Methods.'

Evaluation of suite of proposed provisions in the TRPS Change 1 to implement the requirements of the NPS UD				
The provisions comprise - new introductory text, new definitions, one new General Objective, fuller explanation of Urban Development Issues, three new Urban Development Objectives and amendment of one urban development objective and three new Urban Development Policies (see section 7.0). All the provisions concern urban development.				
Proposed option (a)	**Costs (environmental, economic, social, cultural)**	**Benefits (environmental, economic, social, cultural)**	**Effectiveness and Efficiency**	**Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions**
Introduction of a package of provisions in the TRPS to give effect to the NPS UD. Minimal other changes - the overall structure of the TRPS is retained but issues, objectives, policies and methods are added or existing	**Environmental** Providing for growth in alignment with the obligations of the RMA and NPS UD, can require Council to find a balance between sometimes competing objectives, otherwise costs to the environment may arise. The FDS seeks to deliver a growth strategy that broadly achieves 11 objectives. These include for impacts on the natural environment to be minimised and opportunities for restoration to be	**Environmental** Proposed TRPS C1 will result in an updated and easy to understand set of policies, methods and performance monitoring indicators which achieve the desired objectives for urban development in Tasman. Intensification of housing and managed urban expansion result in a more efficient use of land and are proposed both for brownfield and	This option provides an overarching general objective for development so that Tasman contributes to a well-functioning Nelson Tasman urban environment. It also provides the pathway for more detailed new urban development objectives, policies and methods in the TRPS, that align with the outcomes sought by the objective. The policies include for sufficient development land capacity to be provided, for a range of housing types,	The proposed objectives, policies and methods implement the requirements of the NPS UD. They require urban development to demonstrate the characteristics and qualities of a well-functioning urban environment. Only parts of Tasman form the urban environment and it is these towns that the proposed provisions apply to.

ones amended to give effect to the NPS UD.	realised and that Tasman's highly productive land is prioritised for primary production. The FDS' objectives are reflected in the proposed urban development policies of TRPS C1. **Economic** This option will be more costly than option (b) (status quo) as it involves a policy statement change which is also undertaken concurrently with a change to the District Plan. However this option implements the NPS UD and gives effect to Council's FDS. There are significant costs associated with providing the required infrastructure to service newly zoned areas of land for urban development. In the case of housing in Tasman, this applies to intensification and greenfield development. These costs will fall to both Council and developers and for Council they have been budgeted for in its Long Term Plan. The cost of growth infrastructure is generally borne by development through the Council's development contributions and financial contribution funding mechanisms rather than through rates. It does however have a substantial impact on debt as it can take many years to fully	greenfield areas of Tasman in accordance with the FDS' objectives. This is particularly important in Tasman where its main towns are frequently surrounded by highly productive land. Compact urban form also results in reduced greenhouse gas emissions from transport. **Economic** The TRPS is outdated. However a full review will occur when new RMA replacement legislation is enacted. In the meantime, in order to meet the objectives of the NPS UD, the TRPS needs amending to enable density of urban form. A suite of provisions has been integrated into the existing TRPS and it leaves the majority of the provisions unchanged. This option also implements the FDS adopted in 2022, the objectives of which reflect the NPS UD's and other NPSs' direction. By amending the TRPS it also allows TRMP PC81 to give effect to the RPS and provides certainty to the community, infrastructure providers and developers on Council's objectives for growth. The direction of the proposed provisions provides for appropriate urban development to continue in Tasman, meeting the objectives. Tasman was the fastest growing region in NZ between 2018-2023. Growth	for Council to be responsive to significant future developments not identified in the FDS, or out of sequence with the FDS' implementation plan. The policies also include Council's proposed hierarchy of existing commercial centres to provide a focus for retail, commercial, community and entertainment activities that serve the social, cultural, economic and environmental needs of the community. The proposed policies, methods and performance monitoring indicators seek to achieve the general and urban development objectives. Council is seeking development that will improve the social, economic and cultural well-being of the community and for their health and safety, by providing well-functioning urban environments. While urban development can have adverse effects on the natural environment and lead to inefficient use of land, the strategic planning that has already taken place in Tasman through the FDS will ensure that such impacts are minimised, while meeting legal obligations to provide capacity for housing and business demand. The implementation of the FDS, which includes regional and district policy	Feedback from ngā iwi on TRPS C1 and previously on the FDS has resulted in opportunities for Māori to express cultural traditions and norms as part of both the TRPS change and the concurrent TRMP change. This includes development opportunities in the urban environment but also some development beyond those areas. While this goes further than national direction requires, it is appropriate to provide for in accordance with s.6, 7 and 8 of the RMA. For the FDS, there has been much consultation with the community on planning for future growth and certainty exists therefore over the preferred direction for urban development, on which TRPS C1 is based. Council's housing preferences survey in 2021 has also informed this policy statement change in providing for a variety of housing types. If Council did not proceed with TRPS C1 and its suite of provisions, Council may not be as well informed about the planned urban built form anticipated for Tasman. The proposed policies set out the required characteristics and nature of future urban development, so

	recover the cost of this infrastructure as development takes place. The proposed policies and methods require new infrastructure to be planned, funded and delivered to integrate with growth and this is monitored through Council's growth model, Housing and Business Assessment and FDS implementation plan and implementation through Council's Long Term Plan and Infrastructure Strategy. **Social** Intensive residential development adjoining rural areas or business areas can increase potential for reverse sensitivity effects. However by providing for well-functioning urban environments, in accordance with the FDS, these risks are reduced, since potential for reverse sensitivities or human health effects were one of the 22 criteria against which all sites were assessed in the multi criteria assessment. Intensive residential development in urban areas can detract from amenity values appreciated by some people but improve amenity values appreciated by others, including by providing increased and varied housing densities and types. The NPS UD recognises that amenity values develop and change over time and are not of themselves an	benefits the economy and in particular industries supported by the construction and housing market, with a knock-on effect on productivity. **Social** Tasman has consistently been the 2nd or 3rd least affordable Territorial Authority in the country for the past 6 years, when house values are measured relative to average household income. While a range of factors affect the price of a house, Council needs to continue provide sufficient housing land capacity, to meet expected demand to help alleviate affordability problems. Proposed policies on providing urban development capacity meet this objective. This option of amending the TRPS with a package of provisions to enable density of urban development ultimately provides part of the community with a greater choice of housing. Council's housing preferences survey in 2021 found that 29% of the respondents wish to live in attached dwellings (duplexes, townhouses, low rise apartments or similar). As at 2018 only 10% of Council's housing stock fell into this category. **Cultural** Providing for a well-functioning urban environment in Tasman means that it	planning and consent planning, needs to be effective to minimise risks such as impact of development on the natural environment. Infrastructure costs of growth have been evaluated. The speed with which they are recouped depends on the continued pace of population growth. Council regularly monitors consents and population trends. The benefits of this option are that land will be used efficiently to accommodate growth and minimise loss of highly productive land, unless there are no other reasonably practicable and feasible options for urban development. Social and cultural benefits include providing for a range of housing types to try and assist affordability and enable Māori to express their cultural traditions and norms. This option will also further increase the business land opportunities in Tasman, to help provide for demand from both Tasman and Nelson. Tasman's urban environment, particularly Richmond has grown significantly in the past 6 years. While the TRPS is outdated, it would not be economically advantageous to conduct a full review now when new legislation	that the balance between the statutory obligation to provide for growth and providing the right type of growth is achieved, the objectives of the policy statement are achieved and in doing so, the benefits of urban development are realised.

	adverse effect. Various amendments proposed to the existing TRPS issues and policies similarly recognise that amenity values in areas planned for intensification develop and change over time. While demand for more housing exists in Tasman due to population growth and decreasing average household size, the real demand is driven by whether the community can afford to borrow money to purchase a house. Housebuilders will then deliver homes at a rate that is consistent with the local absorption rates. Those factors are beyond the scope of this policy statement change and are influenced by the Government and Reserve Bank. **Cultural** Engagement with ngā iwi on this policy statement change indicates that planning for growth raises some concerns, mainly potential impact of development on the natural environment. It can also impact on sites of significance to Māori but rigorous checks have been undertaken to ensure this risk is minimised. Proposed policies as part of this policy statement change require that adverse effects on the natural environment are minimised and opportunities for restoration are realised and that early engagement with ngā iwi	will enable Māori to express their cultural traditions and norms, for example opportunities for papakāinga. Proposed policies require a range of housing types to be provided including papakāinga.	is being prepared by the current Government on plan making. In the meantime, TRPS C1 is required in order to meet the objectives of the NPS UD. It will have environmental, economic, social and cultural benefits.	

	demonstrates that the development doe not adversely affect places of cultural heritage significance to Māori.			
Economic Growth and Employment of proposed option (a)	**Economic Growth**		**Employment**	
	The Nelson Regional Development Agency's (NRDA) 2022 Regional Economic Briefing concluded that average household incomes in Nelson-Tasman are 22% below the NZ average. For those still in the workforce average annual earnings in Nelson-Tasman are 14% lower than the national average in 2022. Nelson Tasman average wage earnings are the lowest in NZ. Growth benefits the economy and in particular industries supported by the construction and housing market, with a knock-on effect on productivity.		Growth can support employment in industries related to the construction and housing market. A survey by the NRDA in 2023 found that 25% of businesses identified housing, employment and social conditions as the local support measure most likely to have the biggest impact on their business in the coming year. Consultation on TRPS C1 has revealed that lack of affordable housing is not a problem confined to our urban environment. In Tākaka, where more business land opportunities are needed, the local business community identified that additional housing is urgently required first, otherwise businesses cannot employ people. Concurrent TRMP C81 will provide for more business zoned land as well as housing zoned land in Tākaka.	
Proposed option (b)	**Costs**	**Benefits**	**Effectiveness and Efficiency**	**Risk of acting or not acting**
Do not update the TRPS with a new package of provisions instead relying on its existing provisions (status quo).	**Environmental** Environmental costs of option (b) may arise from adverse effects of increased unauthorised dwellings, as the community seeks to find its own solution to the affordability challenge of housing in Tasman, in the absence of Council providing for sufficient housing land capacity. Any dwelling that is unauthorised can have adverse environmental effects. Failing to plan for density of urban form through RMA plans means lack of opportunities for older residents to downsize and in doing so free up often older, cheaper housing for other residents.	**Environmental** Possible benefits exist for the environment from not planning for further urban growth, but Council has a statutory obligation to provide sufficient urban land capacity and to provide well-functioning urban environments. Council therefore needs to find a way of doing this while ensuring that the important environmental and cultural values are protected. **Economic** This option will be directly less costly than option (a) as it would not require a policy statement change. However in doing so the TRPS would remain out of	The TRPS is outdated but it is not the appropriate time to undertake a full review of the TRPS when new plan-making legislation is currently being written by Government. However to not update parts of the TRPS in respect of the NPS UD would also be inefficient given the time lag between now and new legislation being introduced. In the interim, if the TRPS is updated, a change to the District Plan can give effect to the updated TRPS and provide the additional housing and business land capacity needed for the next 10 years, which includes a range of housing types.	Risks of not acting – Council has an evidence base on which to base the TRPS C1, in the form of the FDS, the housing and business assessment 2024 and surveys such as the housing preferences survey 2021. This evidence has shown how Tasman is significantly short on smaller attached dwellings in the form of townhouses, duplexes and low rise apartments (by over 700 such dwellings between 2024-2054). Tasman continues to grow, therefore there are negative consequences of not planning for the type of urban development for the community and

	Failing to provide policy criteria for developers for unanticipated or out of sequence urban development, varying from that in the FDS, could have adverse environmental effects, by Council not planning for well-functioning urban environments. If Council does not plan for growth, the growth is likely to occur in a less sustainable way. **Economic** Costs of providing the required infrastructure for urban development are likely to remain for this option, as the demand for growth would still remain. However the costs would be likely to be more or at least the expenditure less efficient, as the growth would not be strategically planned for in the same way as with option (a). There could be economic costs in not planning for growth of Tasman's urban environment, related to lower productivity and fewer employment benefits. **Social** Option (b) would not help alleviate the housing affordability problem in Tasman, as provisions would not exist in the TRPS that plan for growth. It would also fail to plan for the continued population growth in Tasman, not	date and would not implement the NPS UD or align with the FDS. **Social** Some members of the community do not wish for Tasman to grow any further and so failing to plan for urban development in the TRPS may be seen as a benefit by this part of the community. However by failing to plan for Tasman's population growth, Council would not be meeting the social, cultural, economic and environmental needs of the community at large. **Cultural** No cultural benefits for this option have been identified, since potential impacts on the natural environment and adverse effects on places of cultural heritage significance would remain with private plan changes and resource consent applications for urban development.	If the TRPS was not updated with a package of urban development provisions, Council would not be enabling urban development that will improve the social, economic, cultural well-being of the community and for their health and safety. Council would also have less control over the nature of urban development proposed and potentially allowed.	the economy. These negative consequences include for Māori, if opportunities for a range of housing types which include papakāinga are not enabled and for our wider community, if the type of housing needed is not provided for.

	meeting the social, cultural, economic and environmental needs of the community. **Cultural** Ngā iwi have already raised concerns over impact on the natural environment of some existing urban development in Tasman, so these concerns would likely remain whether or not new provisions are introduced to the TRPS. The growth pressures would remain in a region where the population continues to grow.			
Economic Growth and Employment of proposed option (b)	**Economic Growth** Failing to plan for more housing and business land would have negative economic consequences in a region where population growth is forecast to continue. Growth benefits the economy and in particular industries supported by the construction and housing market, with a knock-on effect on productivity. Option (b) would likely represent a missed opportunity.		**Employment** Option (b) would fail to provide businesses with new opportunities to locate and also continue to exacerbate the existing problem of employees struggling to find residences in Tasman. It would not assist the known problem of businesses in the region identifying housing, employment and social conditions as the local support measure most likely to have the biggest impact on their business (2023).	
Proposed option (c)	**Costs**	**Benefits**	**Effectiveness and Efficiency**	**Risk of acting or not acting**
Do not update the TRPS with a new package of provisions, instead rely on non-RMA methods to provide a well-functioning urban environment, such as Council's Long Term Plans, Council's infrastructure	**Environmental** Relying on non-RMA methods to manage growth would fail to provide a spatial planning direction. Growth pressures would continue in Tasman but in a more haphazard way, dictated by an infrastructure programme contained within Council's Long Term Plan, which may not always have the best outcome for the environment. E.g. an extension of the existing network of infrastructure regardless of	**Environmental** No environmental benefits were identified from this option as growth would likely continue but in a more uncontrolled way, with potential for greater adverse environmental effects. **Economic** Developers may prefer this option as it would involve less regulation to comply with and provide them with greater flexibility. There may be	Likely to be poor compared with option (a). Non-regulatory/non-RMA methods are usually incentives to both signal to the market which type of development is needed and to improve its commercial feasibility, rather than methods to be solely relied upon to achieve the desired urban development objectives. Even if LTPs and Infrastructure Strategies were relied upon as non-RMA methods in this option, the lack	A working group formulated for the original Richmond Housing Choice plan change 61 in 2014-2016, which comprised surveyors, developers, estate agents and planning consultants made recommendations on non-regulatory options to incentivise intensification. It concluded that Council needed to improve the efficiency, positive support and consistency of plan administration and enable

strategies, memorandums of understanding between Council and developers, Council's existing urban design guides appended to the TRMP, development contribution remissions for smaller homes and rates remissions for papakāinga	any environmental constraints and adverse consequences. Reliance on non-RMA methods only would also result in less control for Council over developers' plans for urban development which may also result in poorer environmental outcomes. Such an approach may result in greater loss of highly productive land in Tasman, without regulatory support for intensification and smaller homes on greenfield sites. It is easier to develop greenfield land than brownfield and in the absence of regional (and concurrent district policies for growth) it may be harder for Council to oppose lower density greenfield sprawl, although national policy direction would still apply. **Economic** This option would not provide developers with as much certainty as option (a). It may therefore create greater consenting costs for developers (and potentially Council) due to lack of regulation in place to guide proposals early on. It would also not give developers the certainty required for financial institution lending.	greater costs of infrastructure for developers though, as the growth in Tasman would be less well planned and efficiently budgeted for and may occur in a more haphazard way. **Social** Since growth opportunities are unlikely to be maximised with option (c) due to lack of certainty for developers, it follows that failing to plan for urban development in the TRPS may be seen as a benefit to some members of the community who do not want further growth to occur in Tasman. **Cultural** Remissions would provide financial incentives e.g. for papakāinga but these remissions already exist at Tasman District Council. The opportunities regulatory methods can provide for ngā iwi through option (a), would be in addition to such financial incentives for papakāinga.	of RMA regulation to direct urban growth would mean the LTP and Infrastructure Strategy are less efficient and effective, being prepared in isolation. A more efficient and effective solution would be to have a regulatory package in place as well as non- RMA methods working alongside to guide urban development in Tasman.	development through plan rules. The group supported development contribution remissions for small houses as well, to provide an incentive for brownfield development, but it was clear the group felt efficient plan objectives, policies, (and in the District Plan, rules), were also needed. The group called for support at the District plan level to prioritise change in Richmond and for the Council to commit and proactively support it. This resulted in TRMP change 61 and the intensification provisions re now being refined, based on past experience through plan change 81. Nine years later since TRMP PC61, the NPS UD has evolved and the TRPS needs to be first updated to implement the NPS UD and then the District Plan can give effect to the TRPS. Previous stakeholder consultation has revealed that RMA methods in conjunction with non-RMA methods are preferable, for directing urban development in Tasman. In relying solely on non-RMA methods, Council would not be using its evidence base (e.g. FDS, Housing and Business Assessment and Housing Preferences survey), to plan

	There may be greater costs for Council in compliance and legal costs in defending proposals that do not achieve well-functioning urban environments, due to lack of clarity for developers in its RMA plans. Greater use of some non-RMA methods to achieve urban development objectives would impose further costs on some members of the community. When remissions are granted for e.g. rates or development contributions, that cost is indirectly transferred to another sector of the community, which may result in higher costs for some. **Social** Council is unlikely to obtain a variety of housing types, particularly smaller homes, if only non-RMA methods are relied upon, at least this has not worked to date as many of the proposed methods are already in place. Also restricting the supply of housing land will only add to the cost of housing, exacerbating already poor affordability in the region. Additional costs may remain for homeowners for some developments even with non-RMA methods providing financial incentives (such as DC and rates remissions). This is because developers can still impose			for the type of urban development it needs for its community.

	covenants on subdivisions which frequently lead to additional compliance costs for homeowners. **Cultural** This option would result in a failure to implement Council's FDS (spatial planning), including for Māori to express their cultural traditions and norms. While financial incentives may exist in the form of rates and development contribution remissions, if opportunities are not identified through regulatory means, their uptake is likely to be minimal.			
Economic Growth and Employment of proposed option (c)	**Economic Growth** This approach is unlikely to maximise the economic growth of the region as it would not be planning for growth in a strategic way, rather responding to proposals put forward. It would not provide developers with as much certainty as option (a) which is important for financial institution lending. It may also create greater consenting costs for developers (and potentially Council) due to lack of regulation in place to guide proposals early on.		**Employment** Similar to option (b), in failing to proactively plan strategically for growth, option (c) would fail to provide businesses with new opportunities to locate and would also continue to exacerbate the existing problem of employees struggling to find residences in Tasman.	
Overall Evaluation	Overall, option (a) -introduction of a package of provisions in the TRPS to give effect to the NPS UD- is the most effective and efficient approach for achieving the objectives. This option balances: (i) enabling urban development to provide for sufficient development capacity, (ii) requiring a variety of homes to be provided, (iii) Council being responsive to plan changes that add significant development capacity and contribute to well-functioning urban environments and (iv) providing a hierarchy for Tasman's towns to enable their future planning, while protecting important environmental and cultural values in line with other RPS objectives. This would be achieved largely through a regulatory approach that provides clear direction to decision makers and the community on how urban development is to provide for the characteristics and qualities of well-functioning urban environments. Non-RMA methods to encourage specific types of development would remain as additional incentives. While the approach goes a little further than changes to give effect to the NPS-UD, the benefits of this additional direction outweigh the overall costs. This includes the TRPS providing a hierarchy for Tasman's towns to enable their future planning.			

9.2 Recommended option

The options analysis in this section above has concluded that after assessing all options relative to costs, benefits, effectiveness and efficiency, risk of acting or not acting, the preferred option is the suite of proposed provisions for the TRPS based on option (a). This high-level approach implements the requirements of the NPS UD. The content of the policy statement change is summarised above in section 7.0.

10. Assessment of appropriateness of the Proposed Objectives to achieve the purpose of the Act

Evaluation Context

Section 32 (1) (a) requires an evaluation of the extent to which the '*objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act.'*

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

The decision of the Supreme Court in Environmental Defence Society Inc v New Zealand King Salmon Company Limited (2014) means that in relation to Part 2 of the RMA where planning documents are established (have gone through their formulation process), they can be assumed to be in accordance with Part 2. Lower level planning documents (e.g. plans) can therefore concentrate on giving substance to the provisions of the next level up in the hierarchy, rather than going back to consider Part 2 in the preparation of these documents. Therefore the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act can be reframed as *the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the NPS-UD and the FDS.*

The objectives of the proposal are:

- That Council contributes to a well-functioning Nelson Tasman urban environment.
- That Council provides sufficient housing and business land capacity, to meet expected demand in the urban environment, in alignment with the FDS, while ensuring that important environmental and cultural values are protected.
- That Tasman provides a variety of housing types, including medium density and papakāinga.
- That Council decisions align with planned built urban form while Council remains responsive to unanticipated or out of sequence plan change proposals for urban development, where those proposals would add significant development capacity and contribute to well-functioning urban environments.

Direction in the NPS UD requires Council to amend its TRPS (e.g. policy 5, policy 7, clause 3.6 and 3.8, clause 4.1). The proposed changes to the TRPS will have the following key components:

- Amending the TRPS, particularly the Urban Development chapter (5.0), so that it is up to date in terms of growth trends and is giving effect to the NPS UD, enabling Tasman to contribute to a well-functioning Nelson Tasman urban environment. This in turn will enable changes to the Tasman Resource Management Plan (TRMP) through Plan Change 81 to give effect to the updated TRPS.
- Updating the TRPS to align with the FDS 2022 and its objectives, for example reflected in the new objective and policy regarding Council's responsiveness to 'significant' urban development capacity that contributes to well-functioning urban environments.
- Updating the TRPS' interpretation of amenity values of the urban environment in line with the NPS UD's interpretation
- Updating the TRPS to provide for a hierarchy for commercial centres in the district in line with National Planning Standards commercial zone options. The purpose of a commercial

centre hierarchy is to acknowledge and support the role and function of the existing commercial centres.

The assessment below therefore groups some related urban development proposed objectives together for assessment.

It is helpful to also consider alternative objectives to those proposed in order to examine the extent to which the proposed objective(s) are the most appropriate to achieve the purpose of the RMA/established planning documents. However given TRPS C1 is responding to national direction, the options at an objective level are limited. This section of the report analyses the short list of options from section 5.0 to examine the extent to which the suite of proposed objectives is the most appropriate way of achieving the purpose of the Act/established planning documents.

Given the scale and significance of the plan change is assessed as low-medium overall in section 8 of this report, this analysis is high level.

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

Category	Criteria addressed
Relevance	• Is the objective related to addressing a resource management issue? • Will it achieve the one or more aspects of the purpose of the Act? • Will it assist the Council to carry out is statutory functions (RMA s.30 and s.31)? • Is it within scope of higher-level documents?
Feasibility	• Does it bring an acceptable level of uncertainty and risk? • Is it realistically able to be achieved within Council's powers, skills and resources?
Acceptability	• Is it consistent with identified iwi/Māori and community outcomes? • Will it not result in unjustifiably high costs on the community or parts of the community?

10.1 Evaluation of the proposed objectives

The objectives of the proposal are evaluated below to determine whether they are the most appropriate way to achieve the purpose of the Act/established planning documents – taking account of King Salmon.

Existing section 3.0 of the TRPS clarifies: *"The general objectives reflect the approach adopted in Tasman District to the purpose and principles of the Act and its key processes in a manner that is consistent with the Act and appropriate to the circumstances of the District"*.

10.2 Appropriateness of the new general objective and two new urban development objectives

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5
General Objective - Tasman contributes to a well-functioning Nelson Tasman urban environment that enables all people and communities to provide for their social, economic and cultural wellbeing and for their health and safety now and into the future Two new Urban Development Objectives – - Sufficient housing and business land capacity is available in the urban environment to meet demand for the period 2024-2054 and tables show the housing bottom lines for Tasman's urban environment - Towns have a diverse range of housing types including medium density and papakāinga that achieve quality urban design outcomes Amendment of one Urban Development Objective- - Amending objective 5.5 to recognise that amenity values of the urban and built form in areas planned for intensification develop and change over time (rather than maintaining and enhancing amenity values of small towns)
General intent of new objectives:
To provide over-arching direction to provide well-functioning urban environments in the Tasman region and to respond to two of the three urban development issues identified in section 4: 1. Historic growth in Tasman has largely been accommodated by urban expansion. The latest FDS considered different growth patterns and adopted a spatial pattern of consolidating growth along SH6 between Atawhai and Wakefield, while providing opportunities for Māpua and Motueka and some of Tasman's rural towns. There is a statutory obligation to provide for urban growth and infrastructure but at the same time environmental and cultural values need to be protected. 2. Insufficient attached dwellings exist in Tasman currently relative to demand. Council needs to provide for a range of housing types including opportunities for medium density dwellings (townhouses, duplexes, low rise apartments) and papakāinga. The amendment to existing objective 5.5 acknowledges that with increased development in the urban environment, amenity values develop and change over time in areas planned for intensification.
Other objective options
- Do not update TRPS with new objectives instead relying on existing provisions in the TRPS such as General Objective 2A (status quo).

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
- Do not update TRPS with new objectives instead relying on non-RMA methods such as Council's Long Term Plans, Council's infrastructure strategies, memorandums of understanding between Council and developers, Council's existing urban design guides appended to the TRMP, development contribution remissions for smaller homes, rates remissions for papakāinga, to achieve the same.			
Existing relevant objectives in the Policy Statement			
General objective 2A: sets out the housing bottom lines (minimum sufficient development capacities) for the Tasman urban environment for the period 2024-2054	Existing general objective 2A has been updated with the conclusions of each three yearly housing and business assessment but contains only the housing bottom lines as these were able to be inserted without using the Schedule 1 process of the RMA. There is no accompanying context or objective relating to well-functioning urban environments, or the type or urban development sought.		
Urban Development Objective 5.5 on the maintenance and enhancement of urban environmental quality, including amenity values and the character of small towns	This objective requires the maintenance and enhancement of urban environmental quality but in doing so does not reflect the updated interpretation of the NPS UD on amenity, which is why it is proposed to be amended. The updated interpretation acknowledges that in urban environments a trade off may be required on amenity – planning decisions may detract from amenity values appreciated by some people but improve amenity values appreciated by others, by providing increased and varied housing densities and types.		
	Proposed objectives option (a)	**Objective option (b) (status quo)**	**Objective option (c) (non-RMA methods)**
	Introduction of new general objective 2A to section 2.0 of the TRPS that requires Tasman to contribute to a well-functioning Nelson Tasman urban environment. Introduction of two new urban development objectives 5.1A and 5.1B to section 5.0 of the TRPS that show the housing bottom lines need to be provided for during 2024-2054 and that towns have a diverse range of housing types including	**No new objectives relating to a well-functioning urban environment, housing bottom lines or a range of housing types would be introduced, instead relying on existing general objectives, i.e. status quo**	**Do not update the TRPS with a new objective on a well-functioning urban environment, housing bottom lines or a range of housing types, instead relying on non- RMA methods to achieve well- functioning urban environments**

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
	medium density and papakāinga that achieve quality urban design outcomes. Amendment to one existing urban development objective acknowledging that amenity develops and changes over time with intensification.		
Relevance:	**Objective option (a)**	**Objective option (b)**	**Objective option (c)**
Directed to addressing a resource management issue	The proposed new objectives adopt the overarching concept of a well-functioning urban environment from policy 1 of the NPS UD. Included within a well-functioning urban environment's characteristics is a variety of homes, including enabling Māori to express their cultural traditions and norms and providing sufficient housing and business land capacity overall – themes of the proposed urban development objectives. These proposed objectives address the two urban development issues identified above. The proposed amendment to an objective acknowledges that in a growth scenario and the planned intensification in Tasman's urban environment, amenity develops and changes over time.	Does not address the two resource management issues identified above. Existing general objective 2A simply provides the housing bottom lines without any context on how that housing land capacity should be provided.	In the absence of TRPS C1, these non-RMA methods, the majority of which already exist, have not addressed the two resource management issues above, to date. Further regulatory change is required to achieve the desired outcomes.

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
	This option is relatively easy to implement since it is implementing the NPS UD.		
Focused on achieving the purpose of the Act	The proposed new and amended objectives promote the sustainable management of natural and physical resources by seeking for Tasman to contribute to a well-functioning Nelson Tasman urban environment and requiring the efficient use of land. They also align with secondary legislation (NPS UD) which has acknowledged that in urban environments, a trade off may be made in planning decisions on intensification, as they may detract from amenity values appreciated by some people but improve amenity values appreciated by other people. The NPS UD also acknowledges in policy 6 that the changes brought about to an area from plan changes are not, of themselves an adverse effect	Does not address the two resource management issues identified above as existing general objective 2A does not provide context on how the housing land capacity should be provided sustainably, only what the housing bottom lines are. Existing urban development objective 5.5 is outdated, seeking to maintain and enhance urban amenity values and does not reflect the updated interpretation of amenity values provided in the NPS UD, which is secondary legislation under the RMA.	Non-RMA methods do not necessarily promote the sustainable management of natural and physical resources. Non-regulatory/non-RMA methods are usually incentives to both signal to the market which type of development is needed and to improve its commercial feasibility, rather than methods to be solely relied upon to address urban development issues.
Assists the Council to carry out its statutory functions (RMA s.30 and s.31)	s.30 of the RMA includes functions for the purpose of giving effect to the Act relating to: the establishment, implementation and review of objectives, policies and methods to ensure that there is sufficient development capacity in respect of housing and business	Existing general objective 2A sets out the housing bottom lines but provides no context or detail to providing sufficient housing and business land capacity, such as the need to provide a range of housing types. This option therefore partly assists Council with carrying out its statutory functions but not as	This option alone does not assist the Council to carry out its statutory functions. Sections 30 (1) and 31 (1) of the RMA - functions of regional councils and Territorial Authorities – require the establishment, implementation and review of objectives, policies and methods to ensure that there is sufficient

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
	land to meet the expected demands of the region. The proposed new objectives therefore directly assist the Council with carrying out its statutory functions.	comprehensively as objective option (a) would.	development capacity. Therefore option (a) introducing new regulatory provisions, implements these functions.
Within scope of higher-level documents	The proposed objectives give effect to Objective 1, Policy 1, Policy 2 and Policy 7 as well as clause 3.6 and 4.1 of the NPS UD. Policy 5 of the NPS UD requires RPSs and District Plans applying to tier 2 urban environments (such as Tasman) to enable heights and densities of urban form. The proposed objectives are therefore fully within the scope of the NPS UD. The proposed objectives are also within the scope of the statutory FDS 2022-2052. The NPS UD requires Council to have regard to the FDS when changing RMA planning documents. The 11 objectives of the FDS reflect the qualities and characteristics of a well-functioning urban environment.	General Objective 2A currently indicates the housing land capacity required only in Tasman's urban environment but not how that capacity is to be provided. The existing General Objective falls within the scope of the NPS UD but it does not go far enough. For example it does not seek well - functioning urban environments and implicitly the qualities and characteristics of such urban environments, addressing the two urban development issues identified above.	Policy 5 of the NPS UD requires tier 2 urban environments such as Tasman to enable heights and density of urban form in their regional policy statements and district plans. Relying on non-RMA methods only would not meet this requirement of the NPS UD.
Feasibility:			
Acceptable level of uncertainty and risk	The level of community acceptance to this policy statement change is generally known through recent	The TRPS' existing general objective 2A does not go far enough in providing clarity on what	By not introducing regulatory changes through TRPS C1, uncertainty would prevail for the community and

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
	consultation on the FDS – the 11 objectives of which reflected the qualities and characteristics of well-functioning urban environments. These similar characteristics are provided in the proposed objectives. The housing preferences survey of 2021 illustrated the income constrained demand for attached dwellings in the urban environment (29% of respondents). Council's latest annual monitoring report under the NPS UD shows that between June 2023-2024, 94% of Tasman's residential building consents were for stand-alone houses. Council still needs to encourage significantly more attached houses. The policy statement change implements the Government's national direction which should also increase the acceptability of TRPS C1. This includes the amendment to existing objective 5.5 on the maintenance and enhancement of urban environmental quality, including amenity values, which is proposed to be updated to reflect the NPS	type of housing and business land capacity Council is seeking to achieve. It therefore remains unclear and poses some risk to prospective applicants. Existing urban development objective 5.5 also is outdated in its interpretation of amenity values. This would create uncertainty as the objective currently does not align with the NPS UD's interpretation of amenity values.	decisions makers at Council. It is not currently clear how Council is seeking to provide the housing and business land capacity from existing general objective 2A. Relying on non-RMA methods would not make this any clearer and run the risk of these methods being inefficient without strategic direction.

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
	UD's interpretation of amenity values in urban environments.		
Realistically able to be achieved within Council's powers, skills and resources	Council has already demonstrated that it can secure medium density development in and around Richmond, following PC66 becoming operative in 2018. There has been a net gain of 89 dwellings between end 2018 and end 2024 in the Richmond intensive development area. Proposing new objectives and amending existing objectives in the TRPS is within the Council's powers and responsibilities.	Neutral as status quo	Council currently uses non-regulatory or non-RMA methods such as these, so they are within its powers, skills and resources. However it is the efficiency of such methods which is questionable in the absence of clear regulatory direction for urban growth. The two urban development identified issues above are unlikely to be addressed as they have not been to date.
Acceptability:			
Consistent with identified iwi/Māori and community outcomes	A number of the iwi management plans identified in section 6.7 above, seek for urban development to be contained within urban zones and/or a range of desirable housing options being available. Introduction of objectives seeking well-functioning urban environments would be consistent with these aspirations. The NPS UD requires that values and aspirations of iwi and hapū are considered for urban development	Existing general objective 2A is not consistent with iwi/Māori outcomes. Some iwi management plans seek for urban development to be contained within urban zones and productive rural areas to be protected from such development. They also express concern over pressure on the whenua from urban development. The existing general objective does not clarify how the housing land capacity is to be provided. This is	Lack of regulatory strategic direction and consistent infrastructure planning for further urban growth could place pressure on existing wastewater reticulation already constrained in parts of Tasman's urban environment. This could lead to undesirable outcomes for Māori and the community, but in conflict with provisions of several iwi management plans. A number of the iwi management plans summarised in section 6.7 contain aspirations on ensuring cultural values are protected

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
	when preparing RMA plans, which is why the proposed objectives provide for Māori to express their cultural traditions and norms. Consultation on the FDS in 2022 revealed a preference for consolidation of urban growth and intensification rather than continued greenfield expansion onto sometimes highly productive land. The proposed objectives align with this.	not helping with meeting the objectives of the iwi management plans.	in the management of wastewater and ensuring wāhi tapu and resource gathering areas are protected from wastewater contamination.
Will not result in unjustifiably high costs on the community or parts of the community	Since new objectives are proposed there will be costs for the TRPS C1 as well as cost in implementing the direction through the TRMP as a plan change. However PC81 for the TRMP is being prepared concurrently with TRPS change 1, so that the costs are minimised and the objectives are fully implemented. This cost is not unjustifiably high to the community and the environmental, social and cultural benefits of having these plan changes in place will outweigh the costs.	There would be no additional cost if general objective 2A remained unchanged, although other parts of the TRPS are also proposed for amendment in this policy statement change. However the social, environmental and cultural costs could be high if the objective is not amended and further objectives added, due to the lack of direction on the form of new housing and business land capacity. The resource management issues identified above would fail to be addressed.	Costs would be less than option (a) as most of the non-RMA methods suggested in this option already exist. They do need to be regularly reviewed however. Memorandums of understanding between Council and developers are more costly and time consuming to prepare and agree. Council's existing urban design guides have been less effective to date than anticipated, since they are appended to the TRMP, rather than forming part of the rules. These non-RMA methods to date have not achieved the desired outcomes for urban development, resulting in persistence of the resource management issues identified above.

New General Objective for the policy statement (number 2A), two new Urban Development Objectives (number 5.1A and 5.1B) and amendment to existing Urban Development Objective 5.5			
Overall assessment of the appropriateness of the proposed General and Urban Development Objectives (2A, 5.1A, 5.1B)			
The three proposed objectives assessed in this table address two of the urban development issues identified – - The new preferred pattern of urban growth, one of consolidation rather than the historical continued urban sprawl - The insufficient range of dwelling types that exists in Tasman currently and the need for medium density dwellings and papakāinga Option (a) addresses both these issues. The status quo option (b) only provides the housing bottom lines and does not provide context on how that housing land capacity should be provided. The non-RMA method option (c) is largely in place already and in the absence of regulatory change, has not addressed the resource management issues highlighted above. The proposed objectives under option (a) achieve the purpose of the Act, unlike the other two options. The proposed amendment to one existing objective under option (a) also achieves the purpose of the Act. On the amendment to urban environmental quality, it aligns with secondary legislation (NPS UD) which has acknowledged that in urban environments, a trade off may be made in planning decisions on intensification, as they may detract from amenity values appreciated by some people but improve amenity values appreciated by other people. The NPS UD also acknowledges in policy 6 that the changes brought about to an area from plan changes are not, of themselves an adverse effect. Option (a) directly assists Council in carrying out its statutory functions under the RMA (s.30 and s.31) whereas the other options only partly assist or do not assist Council. The proposed objectives under option (a) are within the scope of established, higher-level planning documents including the NPS UD and adopted FDS. The level of uncertainty and risk is acceptable with option (a). The level of community acceptance to TRPS C1 is generally known through recent consultation on the FDS and Council's housing preferences survey in 2021. The outcomes of the other options are less clear and the lack of clarity would likely pose risk to potential applicants. Option (a) is realistically able to be achieved within Council's powers, skills and resources. An earlier plan change 61 to the TRMP in 2018 has secured a net gain of 89 dwellings in the Richmond intensive development area. The efficiency of option (c) alone (non-RMA methods) is questionable in the absence of clear regulatory direction for urban growth. Option (a) is also the most consistent with identified iwi/Māori and community outcomes from iwi management plan provisions and community consultation for the FDS. Although costs for the community do arise from option (a) with a policy statement change, the environmental, social and cultural benefits will outweigh those costs.			

10.3 Appropriateness of the proposed urban development objective on unanticipated or out of sequence plan change proposals for urban development

This section analyses the short list of options from section 5.0 to examine the extent to which the proposed urban development objective on unanticipated or out of sequence plan change proposals for urban development number 5.1C, is the most appropriate way of achieving the purpose of the Act under sections 32 (1) and 32 (3).

New Urban Development Objective (number 5.1C)	
New urban development objective – Tasman's urban centres grow and develop in accordance with a planned built urban form that is well-functioning, supported by efficient and effective infrastructure services and a well-connected transport network, while remaining responsive to unanticipated or out of sequence private plan change proposals, where those proposals would supply significant development capacity.	
General intent:	
To respond to the third urban development issue identified: Despite Council having adopted an FDS in 2022 and policy 6 of the NPS UD requiring councils to make decisions around a planned urban built form, the NPS UD also requires Council to be responsive to unanticipated or out of sequence plan change proposals within the urban environment, in certain circumstances.	
Other objective options	
- Do not update the TRPS with a new objective on how Council will respond to unanticipated or out of sequence plan change proposals for urban development (status quo) - Do not update TRPS with a new objective instead relying on non-RMA methods such as Council's Long Term Plans, Council's infrastructure strategies, memorandums of understanding between Council and developers, Council's existing urban design guides appended to the TRMP, development contribution remissions for smaller homes, rates remissions for papakāinga, to achieve the same	
Existing relevant objectives in the Policy Statement	
General Objective 3 - Avoidance, remedying or mitigation of the adverse effects on the environment and the community from the use, development or protection of resources	This General Objective is to avoid, remedy or mitigate adverse environmental effects from development (or resource use) but does not give effect to Objective 6 and policy 8 of the NPS UD which requires Council decisions to be responsive to plan changes that would add significantly to development capacity and contribute to well- functioning urban environments, even if that capacity is unanticipated or out of sequence.
General Objective 9 - Resolution of conflicts of interest in resource	General Objective 9 acknowledges that Council, as both manager and user of resources recognises the potential for conflicting interests and is committed to pursuing a clear, open and effective process to resolve such

New Urban Development Objective (number 5.1C)	
management between people in the community and within Council	conflicts. During engagement on TRPS C1 some feedback was received on a perceived conflict between a plan-led approach for future development (with PC81) and proposed Urban Development Objective 5.1C on unanticipated or out of sequence plan change proposals for urban development. The TRPS is outdated in parts and General Objective 9 does not give effect to Objective 6 and policy 8 of the NPS UD, with Council required to be responsive in certain situations to unplanned or unanticipated plan change proposals for urban development.
Urban Development Objective 5.2 - Avoidance, remedying or mitigation of the adverse effects arising from urban development locating or expanding in (i) hazard prone areas, (ii) coastal areas (iii) areas where the amenity standards of adjacent rural activities would not be accepted in an urban context (iv) areas of natural character, outstanding natural features and landscapes, significant indigenous vegetation or fauna, or other heritage values; and (v) wetlands, lakes, rivers and their margins. *REASONS:* Urban development can create adverse effects for individuals and communities when certain locations are chosen. These include risks from natural hazards, compromising the natural character of coastal areas, and boundary conflicts with adjacent intensive rural land uses. Such effects need to be avoided, remedied or mitigated to an appropriate degree.	Existing Urban Development Objective 5.2 , including the reasons for the objective are out of date in so far as they do not give effect to policy 6 of the NPS UD. Policy 6 recognises that decision makers of planning decisions may have particular regard to the significant changes to an area and those changes may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and that those changes are not of themselves an adverse effect.
Urban Development Objective 5.5 - Maintenance and enhancement of urban environmental quality including amenity values and the character of small towns	Urban Development Objective 5.5 is out of date in so far as it does not give effect to policy 6 of the NPS UD. Policy 6 recognises that decision makers of planning decisions may have particular regard to the significant changes to an area and those changes may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by

New Urban Development Objective (number 5.1C)			
	providing increased and varied housing densities and types; and that those changes are not of themselves an adverse effect.		
	Proposed objective option (a)	**Objective option (b) (status quo)**	**Objective option (c) (non-RMA methods)**
	Introduction of a new urban development objective to section 5.0 of the TRPS that provides for Council to be responsive to unanticipated or out of sequence plan change proposals for urban development, where those proposals would add significant development capacity and contribute to well-functioning urban environments	**No new urban development objective relating to unanticipated or out of sequence plan change proposals, instead relying on existing objectives i.e. status quo**	**Do not update the TRPS with a new urban development objective on unanticipated or out of sequence plan change proposals, instead relying on non-RMA methods to secure significant urban development capacity**
Relevance:			
Directed to addressing a resource management issue	The proposed objective responds to objective 6, policy 6, policy 8 and clause 3.8 of the NPS UD. Policy 6 requires that Council aligns its planning decisions with a planned built urban form whilst remaining responsive to unanticipated/out of sequence development as required by Policy 8. Clause 3.8 requires every regional council to include criteria in its RPS for determining what plan change will be treated, for the purpose	This option would not respond to NPS UD which requires Council to have a responsive planning provision in the RPS. While there are some related existing objectives in the TRPS they do not go as far as giving effect to objective 6, policy 8 and clause 3.8 of the NPS UD. Existing urban development objective 5.2 describes some of the constraints for urban development but does not cover all the characteristics of a well-functioning urban environment.	This option would not respond to NPS UD which requires Council to have a responsive planning provision in the TRPS. This option would not satisfactorily address the identified urban development management issue above. Rather than setting out what Council considers to be significant urban development capacity comprehensively, numerous different methods would need to be used to try and secure the same outcome. These individual methods would lack transparency and would require more

New Urban Development Objective (number 5.1C)			
	of implementing policy 8, as adding significantly to development capacity. The proposed objective addresses the identified issues above by clarifying Council's commitment to planned built urban form while being responsive to plan changes that would add significant development capacity and contribute to well-functioning urban environments. The definition of well-functioning urban environments is the same as that provided in the NPS UD which sets out characteristics and qualities of such areas. A proposed new policy in the TRPS as part of this plan change provides the actual criteria for significant urban development capacity and together with the proposed objective, it provides clarity that Council will be responsive in such circumstances.	It therefore follows that this option would not address the urban development management issue above. Relying on the existing objectives in the TRPS could lead to ad hoc decision making. Most of the existing objectives are not sufficiently comprehensive to provide criteria for urban development that significantly adds to capacity and leads to well-functioning urban environments.	effort and cost to achieve the same outcome.
Focused on achieving the purpose of the Act	The FDS provides a sustainable growth strategy for the next 30 years, maximising the efficient use of land while providing for a variety of demands. The proposed Plan objective aligns	Relying on the existing objectives of the TRPS is a less efficient way of considering the sustainability and environmental constraints of proposed developments. The proposed bespoke objective and	Non-RMA methods do not necessarily promote the sustainable management of natural and physical resources. Non-RMA methods are usually incentives to both signal to the market which type of development is needed and to

New Urban Development Objective (number 5.1C)			
	with the requirement to ensure 'planned urban form' in accordance with objective 6 and policy 6 of the NPS-UD and in so doing can ensure Part II matters. The proposed objective and policy relating to unanticipated/out of sequence development is provided for by criteria (based on the FDS' objectives) for significant urban development capacity to create well-functioning urban environments. A criteria framework needs to be available to the community in order for Council to be responsive to unanticipated proposals not in the FDS or out of sequence with the FDS' annual implementation plan. Such criteria, similar to the FDS' objectives, provide for consideration of environmental constraints and promote a compact urban form in Tasman's urban environment.	policy for significant urban development plan change proposals highlight that Council decisions may be responsive to such proposals.	improve its commercial feasibility, rather than methods to be solely relied upon to address urban development issues.
Assists the Council to carry out its statutory functions (RMA s.30 and s.31)	The proposed objective is within Council's responsibilities. For example - for a regional council s.30 (1) (a) – establishment, implementation	The existing relevant objectives in the TRPS assist Council in carrying out some of its statutory functions but not all. The most recent function added to s.30 and s.31 of	This non-RMA option alone does not assist the Council to carry out its statutory functions. Section 30 (1) and 31 (1) of the RMA - functions of regional councils and Territorial

New Urban Development Objective (number 5.1C)			
	and review of objectives to achieve integrated management of the natural and physical resources of the region. S.30 (1) (ba) - establishment, implementation and review of objectives to ensure that there is sufficient development capacity of housing and business land to meet expected demands of the region. In relation to a Territorial Authority's responsibilities, set out under s.31 (1) of the RMA, the proposed objective assists with all of these functions.	the RMA, concerning objectives, policies and methods to ensure that there is sufficient development capacity of housing and business land to meet expected demands, fails to be addressed by this option.	Authorities– requires the establishment, implementation and review of objectives, policies and methods to ensure that there is sufficient development capacity. A regulatory method is therefore required, as well as other non-RMA methods if needed.
Within scope of higher-level documents	The proposed objective is within the scope of Objective 6, policy 6, policy 8 and clause 3.8 of the NPS UD. The proposed objective is also within the scope of the statutory FDS 2022-2052. The NPS UD requires Council to have regard to the FDS when changing RMA planning documents.	This option is not within the scope of the NPS UD, as clause 3.8 requires every regional council to include criteria in its RPS for determining what plan change will be treated, for the purpose of implementing policy 8, as adding significantly to development capacity.	This option alone is not within the scope of the NPS UD, as clause 3.8 requires every regional council to include criteria in its RPS for determining what plan change will be treated, for the purpose of implementing policy 8, as adding significantly to development capacity. Such non-RMA methods can however be used alongside regulatory changes, as incentives, to achieve the same outcome.
Feasibility:			
Acceptable level of uncertainty and risk	The proposed objective provides certainty about the process for plan change	The existing relevant objectives are relatively open in terms of adverse effects from urban development	By not introducing regulatory changes through TRPS C1, uncertainty would prevail for the community and

New Urban Development Objective (number 5.1C)			
	proposals to seek approval where they are not anticipated in the FDS or are out of sequence with the FDS annual implementation plan. The proposed objective should provide both certainty and a consistent outcome for proposals in the urban environment. In determining what 'significant' development capacity means to Council, quantitative criteria related to housing numbers were considered, instead of qualitative criteria, in order to provide more certainty. However this was deemed unfeasible and too restrictive for developers. MfE guidance ("Understanding and implementing the responsive planning policies") does not define significant but refers to scale being 'large enough'. There would be too many varied circumstances to capture via quantitative criteria. Instead the proposed qualitative criteria include that the scale of the development is large enough to make a significant contribution to identified	and do not reflect all the FDS' objectives. They also do not indicate what type of plan change will be treated as adding significantly to development capacity. Therefore uncertainty would remain with the status quo option.	decisions makers at Council about plan changes for urban development that are not anticipated by the FDS or are out of sequence with the implementation plan. It would not be clear which type of urban development plan change proposals Council may be responsive to.

New Urban Development Objective (number 5.1C)			
	demand and/or a shortfall of the type of urban development identified in Council's latest Housing and Business Assessment. This way the relevant demand will be regularly updated.		
Realistically able to be achieved within Council's powers, skills and resources	The proposed objective is within Council's powers and resources and responds to the urban development issue identified above. It will require a proposed change to the TRPS, but other parts of the TRPS are also proposed to be amended.	Neutral as status quo.	Council currently uses non-regulatory /non-RMA methods such as these, so they are within its powers, skills and resources. However it is the efficiency of such methods which is questionable in the absence of clear regulatory direction for urban development plan change proposals. The identified urban development issue above is unlikely to be addressed.
Acceptability:			
Consistent with identified iwi/Māori and community outcomes	The proposed objective addresses planned and sequenced development outcomes supported by iwi. Policy that contains the criteria for significant urban development have been discussed with ngā iwi and some amendments and additions to the criteria made as a result. In preparing the FDS in 2021/22, much engagement with ngā iwi occurred, including the development of iwi and hapū values and aspirations for urban development. The	Existing objectives in the TRPS such as general objective 7, do not comprehensively address the preferred outcomes of urban development for iwi/Māori. Rather it addresses Māori's traditional interests that require recognition and protection. Similarly existing general objective 3 does not fully address the community's preferred outcomes from urban development, instead generally that the adverse effects are avoided, remedied or mitigated.	Potential non-RMA methods are generally either infrastructure focussed or act as incentives for development. Given their different approaches with different objectives, they may not wholly achieve the iwi/Māori and community's desired outcomes from urban development.

New Urban Development Objective (number 5.1C)			
	proposed objective and policy is consistent with these previously agreed values. The FDS also went through substantial consultation with the community and the criteria for significant urban development are based on the FDS' objectives which formed part of that consultation.	The proposed urban development objective and proposed policy with criteria for significant urban development capacity are based on engagement with ngā iwi and feedback from the FDS' special consultative procedure on the FDS' objectives.	
Will not result in unjustifiably high costs on the community or parts of the community	Planned built urban form is based on efficient and effective provision of services ahead of growth and development. The proposed objective prioritises decision-making in alignment with planned built urban form ensuring cost efficiencies., while remaining responsive to unanticipated or out of sequence plan change proposals, where those proposals would supply significant development capacity. Costs are associated with this policy statement change but other parts of the TRPS are also proposed to be amended.	There would be no additional cost if existing objectives were relied upon, although other parts of the TRPS are also proposed for amendment in this policy statement change. However social, environmental and cultural costs could eventuate if the new objective is not proposed, due to the lack of direction on the form of housing and business proposals. The resource management issue identified above would fail to be addressed.	Costs would be less than option (a) as most of the non-RMA methods suggested in this option already exist. They do need to be regularly reviewed however. Memorandums of understanding between Council and developers are more costly and time consuming to prepare and agree and would seem a relatively inefficient way of securing significant urban development capacity, as opposed to a transparent regulatory method that would provide for consistency. Given the growth pressures that Tasman has experienced in recent years and which are likely to continue, a more targeted approach through regulation would seem preferable to secure significant urban development capacity. Non-RMA methods can then be used as additional incentives, provided they do not impose

New Urban Development Objective (number 5.1C)			
			unjustifiably high costs on the rest of the community.
Overall assessment of the appropriateness of Objective 5.1C			
This option is appropriate as it sets out how Council will respond to plan changes for urban development in an integrated, planned manner. The preferred option (a) (new provisions in TRPS) addresses the identified urban development issue of providing clarity and certainty over what constitutes significant urban development capacity when proposed as a plan change. It also confirms that Council will be responsive to such proposals. The NPS UD requires that Council must include criteria in the TRPS for determining what plan changes will be treated as adding significantly to development capacity. The preferred option meets this requirement unlike the other options. Option (a) achieves the purpose of the Act, promoting the sustainable management of natural and physical resources and fully assists Council in carrying out its statutory functions under the RMA (s.30 and 31). It is within the scope of higher-level documents - NPS UD and adopted FDS, whereas the other two options alone are not. Given the recent consultation on the FDS and evidence from Council's housing preferences survey in 2021 and HBA 2024, there is an acceptable level of uncertainty and risk with the preferred option. Non-RMA methods alone would not provide this level of certainty to the community. The preferred option is the most consistent with identified iwi/Māori and community outcomes and it will not result in unjustifiably high costs on the community, when the benefits are considered. The preferred option (a) provides clarity and certainty but allows for flexibility outside of the FDS and its sequencing timetable.			

11. Conclusion

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA (and established planning documents prepared under the RMA). The evaluation demonstrates that the regulatory approach this proposal takes, is the most appropriate option in giving effect to the NPS UD and Council's FDS as it:

- Balances the requirements of the NPS UD with protecting important environmental and cultural values, in line with other RPS objectives
- addresses the urban development issues identified in this evaluation
- provides clarity and certainty to both decision makers and the community on how urban development is to provide for the characteristics and qualities of well-functioning urban environments. Non-RMA methods to encourage specific types of development would remain as additional incentives
- achieves the purpose of the RMA, promoting the sustainable management of natural and physical resources
- directly assists Council in carrying out its statutory functions under the RMA (s.30 and s.31)
- is within the scope of established, higher-level planning documents including the NPS UD and adopted FDS
- proposes an acceptable level of uncertainty and risk. The level of community acceptance to TRPS C1 is generally known through recent consultation on the FDS and Council's housing preferences survey in 2021. The outcomes of the other options are less clear and the lack of clarity would likely pose risk to potential applicants
- is realistically able to be achieved within Council's powers, skills and resources and is the option most consistent with identified iwi/Māori and community outcomes from iwi management plan provisions and community consultation for the FDS
- will not result in unjustifiably high costs on the community, when the benefits are also considered.

Appendix A

Updated TRPS 2024

Appendix B

Town Centre Audit

Appendix C

Engagement with Iwi

Appendix D

Housing and Business Assessment

Appendix E

Relevant sections of the RMA

Section 32 (as amended by the Resource management (Freshwater and Other Matters) Amendment Act 2024)

32 Requirements for preparing and publishing evaluation reports

(1) An evaluation report required under this Act must—

(a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and

(b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—

(i) identifying other reasonably practicable options for achieving the objectives; and

(ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and

(iii) summarising the reasons for deciding on the provisions; and

(c) contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

(2) An assessment under subsection (1)(b)(ii) must—

(a) identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—

(i) economic growth that are anticipated to be provided or reduced; and

(ii) employment that are anticipated to be provided or reduced; and

(b) if practicable, quantify the benefits and costs referred to in paragraph (a); and

(c) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

(3) If the proposal (an **amending proposal**) will amend a regional policy statement, plan, or change that is already proposed or that already exists (an **existing proposal**), the examination under subsection (1)(b) must relate to—

(a) the provisions and objectives of the amending proposal; and

(b) the objectives of the existing proposal to the extent that those objectives—

(i) are relevant to the objectives of the amending proposal; and

(ii) would remain if the amending proposal were to take effect.

(4) If the proposal will impose a greater or lesser prohibition or restriction on an activity to which a national environmental standard applies than the existing prohibitions or restrictions in that standard, the evaluation report must examine whether the prohibition or restriction is justified in the circumstances of each region or district in which the prohibition or restriction would have effect.

(4A) If the proposal is a proposed policy statement, plan, or change prepared in accordance with any of the processes provided for in Schedule 1, the evaluation report must—

(a) summarise all advice concerning the proposal received from iwi authorities under the relevant provisions of Schedule 1; and

(b) summarise the response to the advice, including any provisions of the proposal that are intended to give effect to the advice.

(5) The person who must have particular regard to the evaluation report must make the report available for public inspection at the same time as the proposal is notified.

(6) In this section,—
objectives means,—
(a) for a proposal that contains or states objectives, those objectives:
(b) for all other proposals, the purpose of the proposal

proposal means a proposed regional policy statement, plan, or change for which an evaluation report must be prepared under this Act

provisions means,—
(a) for a proposed plan or change, the policies, rules, or other methods that implement, or give effect to, the objectives of the proposed plan or change:
(b) for all other proposals, the policies or provisions of the proposal that implement, or give effect to, the objectives of the proposal.

32AA Requirements for undertaking and publishing further evaluations

(1) A further evaluation required under this Act—
(a) is required only for any changes that have been made to, or are proposed for, the proposal since the evaluation report for the proposal was completed (the **changes**); and
(b) must be undertaken in accordance with section 32(1) to (4); and
(c) must, despite paragraph (b) and section 32(1)(c), be undertaken at a level of detail that corresponds to the scale and significance of the changes; and
(d)
must—
(i) be published in an evaluation report that is made available for public inspection at the same time as the decision on the proposal is notified; or
(ii) be referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with this section.

(2) To avoid doubt, an evaluation report does not have to be prepared if a further evaluation is undertaken in accordance with subsection (1)(d)(ii).

(3) In this section, **proposal** means a proposed regional policy statement, plan, or change for which a further evaluation must be undertaken under this Act.

32A Failure to carry out evaluation

(1) A challenge to an objective, policy, rule, or other method on the ground that an evaluation report required under this Act has not been prepared or regarded, a further evaluation required under this Act has not been undertaken or regarded, or section 32 or 32AA has not been complied with may be made only in a submission under section 149E, 149F, or 149O or under Schedule 1.

(2) Subsection (1) does not prevent a person who is hearing a submission or an appeal on a proposal from having regard to the matters stated in section 32.

(3) In this section, **proposal** means a proposed regional policy statement plan, or change for which—
(a) an evaluation report must be prepared under this Act; or
(b) a further evaluation must be undertaken under this Act.

tasman district council | Te Kaunihera o te tai o Aorere

National Policy Statement on Urban Development:
Housing and Business Assessment for Tasman 2024

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1. Executive Summary

Table A below sets out the housing land capacity situation for the Tasman urban environment.

Overall, there is sufficient housing capacity in the Tasman urban environment in the short term and long term but not in the medium term:

- There is insufficient capacity for attached dwellings in the Tasman urban environment in the short, medium and long term
- There is insufficient capacity for detached dwellings in the Tasman urban environment for the medium term only

The Nelson Tasman urban environment Housing and Business Assessment provides the demand and capacity situation for the combined area.

1.1 Table A - Residential land demand and capacity

Residential demand and capacity Tasman urban environment	Attached dwellings	Detached dwellings
Estimated housing demand (note: data and methodology limitations mean demand estimates are inherently uncertain. A range of demand projections can be found in section 3.0 of this report)	Short term: 200	Short term: 485
	Medium term: 520	Medium term: 1,275
	Long term: 1,380	Long term: 3,385
	Total demand: 7,245	
Additional housing demand with the competitiveness margin	Short term: 240	Short term: 585
	Medium term: 625	Medium term: 1,530
	Long term: 1,590	Long term: 3,890
	Total demand plus margin: 8,460	
Plan enabled housing development capacity	Short term: 1,010	Short term: 2,040
	Medium term: 185	Medium term: 730
	Long term: 520	Long term: 4,155
	Total plan enabled capacity: 8,640	
Plan enabled and infrastructure ready housing development capacity	Short term: 220	Short term: 1,860
	Medium term: 375	Medium term: 845
	Long term: 1,120	Long term: 4,225
	Total plan enabled and infrastructure ready capacity: 8,645	
Plan enabled, infrastructure ready, and feasible and reasonably expected to be realised (RER) housing development capacity	Short term: 130	Short term: 880
	Medium term: 440	Medium term: 1,165
	Long term: 1,150	Long term: 4,880
	Total RER capacity: 8,645	
Housing land development capacity surplus/deficit	**Short term**: -110	**Short term**: +295
	Overall surplus of 185 dwellings. Individual deficits in Motueka, Brightwater and Māpua, provided for in Richmond.	
	Medium term: -185 (-295 when include short term deficit)	**Medium term**: -365 (-70 when include short term surplus)
	Overall deficit of -550 (reduced to deficit of -365 when short term surplus included). Individual deficits in Motueka, Brightwater and Wakefield, some can be provided for in Richmond, but not all. Shortfall in Brightwater and Wakefield is due to insufficient infrastructure in time. Shortfall in Motueka is due to a number of constraints including low lying land, natural hazards and highly productive land.	
	Long term: -440 (-735 when include medium term deficit)	**Long term**: +990 (+920 when include medium term deficit)
	Overall surplus of 550 (reduced to surplus of 185 when medium term deficit included). Individual deficits in Motueka. Richmond and Māpua provide for this shortfall	

Table B below sets out the business land capacity situation for the Tasman urban environment.

Sufficient business capacity exists for all types of business land (industrial and retail/commercial) cumulatively across the 30 year time period.

1.2 Table B - Business Land demand and capacity

Business land demand and development capacity (hectares) Tasman urban environment	Retail/Commercial	Industrial
Estimated business land demand (note: data and methodology limitations mean demand estimates are inherently uncertain. A range of demand projections can be found in section 6 of this report)	Short term: 0.91	Short term: 1.13
	Medium term: 1.93	Medium term: 4.23
	Long term: 3.40	Long term: 8.12
	Total demand: 19.72 ha	
Additional business land demand with the competitiveness margin	Short term: 1.08	Short term: 1.36
	Medium term: 2.31	Medium term: 5.07
	Long term: 3.91	Long term: 9.33
	Total demand plus margin: 23.06 ha	
Plan enabled business land development capacity	Short term: 31.77	Short term: 29.67
	Medium term: 18.26	Medium term: 0
	Long term: 26.77	Long term: 28.33
	Total plan enabled business land capacity: 134.8 ha	
Plan enabled and infrastructure ready business land development capacity	Short term: 31.77	Short term: 29.67
	Medium term: 18.26	Medium term: 0
	Long term: 26.77	Long term: 28.33
	Total plan enabled and infrastructure ready capacity: 134.8 ha	
Plan enabled, infrastructure ready, and suitable for each business sector	Short term: 31.77	Short term: 29.67
	Medium term: 12.56	Medium term: 0
	Long term: 32.47	Long term: 28.33
	Total suitable business land capacity: 134.8 ha	
Business land development capacity surplus/deficit	Short term: +30.69	Short term: +28.31
	Overall surplus of 59 ha	
	Medium term: +10.25	Medium term: -5.07 (+23.24 when short term surplus included)
	Overall surplus of 5.18 ha (64.18 ha when short term surplus included)	
	Long term: +28.56	Long term: +19.00 (+42.24 when medium term surplus included)
	Overall surplus of 47.56 ha (111.74 ha when medium term surplus included)	

The summary table C below sets out responses to specific questions asked by the Ministry for Environment.

1.3 Table C - Summary issues

Issue	Summary
How do the relevant councils support the provision of infrastructure? (eg, planning decisions)	In Tasman District, land is proposed for zoning for housing when there is certainty over the infrastructure solution, in discussion with developers. Longer term potential capacity is identified in the Future Development Strategy 2022-2052, the Infrastructure Strategy and Activity Management Plans for the Long Term Plan. The shortfall of capacity in the medium term in the urban environment may have an impact on affordability of housing by restricting new capacity. However, its impact is likely to be small as the shortfall of new homes (365 in total) is small compared to the overall 30 year capacity at 4%. The shortfall of capacity in the medium term is largely due to insufficient infrastructure in time. Housing affordability is an issue across the whole Tasman District, but worse in Golden Bay and Motueka. Motueka is constrained for further zoning due to natural hazard constraints, low lying land and highly productive land.
How does the district plan meet the current and likely future demands for housing from Māori?	The current Tasman Resource Management Plan enables papakāinga development in the Residential Zone as a controlled activity. However, the land concerned must be Māori customary land, Māori freehold land, or general land owned by Māori, as defined in Section 129 of Te Ture Whenua Māori Act 1993 and the land must be vested in a Trust. Issues and Options for the replacement Resource Management Plan found the need to be more enabling of locations where papakāinga is allowed in Tasman.
How does the district plan to meet the current and likely future demands for housing from different groups in the community? (eg, elderly, students, low income households, renters, homeowners etc)	Tasman District Council prioritised servicing of Motueka West for housing in its LTP 2021-2031 and this is now partially complete. This will enable 200 medium density leasehold dwellings proposed by Wakatū, hopefully more affordable since the occupants will lease the land. In Golden Bay, further work is required but the Mohua affordable housing project has built five houses in Golden Bay since the last HBA, most for rent. Additional seasonal worker accommodation is needed in the Motueka area where campground facilities are smaller and fewer, and some are being purchased by growers for seasonal worker accommodation. Since the last HBA, there have been at least nine resource consents for worker accommodation in the District with a further two current applications. While there may be individual issues with applications, the Council is enabling accommodation for seasonal workers. The Council proposes a plan change in 2024 to provide a less prescriptive definition of seasonal worker accommodation. Research on older people's housing preference has shown increasing demand for smaller houses and demand for affordable rental properties. It also found a general preference to 'age in place' in the same community, with some level of independence rather than in residential care. Plan Change 81, implementing FDS sites, will provide smaller home opportunities in all the Tasman urban environment. Council knows that a significant proportion of older people do not wish to live in retirement villages and is therefore proposing to enable smaller homes in its major towns.

1.4 Role of the assessment

This report is one of three that comprise the Nelson Tasman Tier 2 urban environment Housing and Business Capacity Assessments (HBA) 2024. There is the Tasman HBA, the Nelson HBA and the combined Nelson Tasman urban environment HBA. Together these reports provide the analysis to assess the sufficiency of the Nelson Tasman Tier 2 urban environment's residential and business land capacity, to meet future needs over 30 years 2024-2054. Tasman District Council (TDC), in this report assesses housing and business capacity for both its part of the urban environment and the remainder of the District.

The Tier 2 Nelson Tasman urban environment includes the following city and towns: Nelson, Richmond, Motueka, Māpua, Wakefield, Brightwater, Cable Bay and Hira, in recognition that these communities are part of the same labour and housing market, of at least 10,000 people and these areas are, or are intended to be, predominantly urban in character.[1]

TDC's growth model was reviewed in 2022/2023, in line with work developing the Long Term Plan (LTP) 2024-2034, so that the HBA informed the LTP process. The HBA forms supplementary information for consultation on the LTP 2024-2034. The HBA assists Council in understanding its development market and ensures Council's planning decisions are well informed by the demand and capacity of housing and business land.

1.5 Affordability Context

Tasman District and Nelson City operate and function as a single economic market and business activity flows both ways across the Territorial Authority boundaries. Consequently, Tasman and Nelson also function as a single housing market. There are a number of indicators measuring affordability of house prices, but they all point to Tasman being severely unaffordable. This is not helped by lower than average earnings, which for those still in the workforce in Nelson-Tasman are 14% lower than the national average (2022). Nelson Tasman average wage earnings are the lowest in NZ, contributing to the poor housing affordability in the region.[2]

According to the Ministry of Housing and Urban Development's (MHUD's) dashboard, house prices have increased by 113% in Tasman since 2015 and the Real Estate Institute of NZ (REINZ) finds that the median house price in Tasman is still above the national average in 2023. These unaffordable house prices are against a continued backdrop of sustained high consenting activity for Tasman. Building consents for dwellings for year ending June 2023 have remained similar to the previous two years, at 577 consents.

1.6 Population Growth

Tasman's population continues to increase, with average annual growth of 2% over the last ten years. Population growth has slowed in recent years, with an average of 1.2% since 2020. In the year ending 30 June 2023, the population grew by 1.2% to reach 59,400. Most of this growth is from net migration gains and, importantly for Tasman, a sizable proportion of this is from internal migration. Tasman's population is projected to increase by 7,400 residents between 2024 and 2034, to reach 67,900, based on a medium projection scenario. Ongoing population growth is projected over the next 30 years, to reach 78,800 by 2054, but the rate of growth is projected to slow over time, due to

[1] Resolution of the Joint Committee of Tasman District and Nelson City Councils 10th November 2020
[2] Nelson-Tasman Regional Economic Briefing – 2022 data update (prepared by Benje Patterson for Nelson Regional Development Agency)

an ageing population. While all age groups in Tasman are projected to experience growth, the highest growth continues to be in the 65+ age group. The ageing population, driving an increase in one-person households and couples without children, continues to mean smaller average household sizes across the District.

Just over half of Tasman's population lives in the urban environment and population growth projections for the urban environment are slightly higher than for the District as a whole. Under the medium scenario, two-thirds of Tasman's population growth over the next 30 years is expected to be in the urban environment.

TDC has its own growth model that forecasts land requirements for housing and business based on the population projections and other factors. A Housing Preferences Survey of the Nelson Tasman urban environment was undertaken in 2021. As there has been little demographic change in the most recent population projections, the 2021 survey data has been used in this HBA to inform demand for type of dwelling.

1.7 Residential Demand

Future demand for new dwellings is based on a combination of population growth and decreasing household size, as well as some non-resident dwelling demand (such as holiday homes). Based on these factors, dwelling demand is projected to be relatively constant over the next 20 years, at approximately 400 dwellings a year for the whole district, and approximately 250 dwellings a year for the urban environment. Lower demand is projected after 2044 (Year 20), based on slower population growth, at approximately 300 dwellings per year.

Home ownership rates in Tasman are typically higher than other parts of New Zealand. The proportion of dwellings owned or held in a family trust has remained at around 75%, despite affordability worsening. Housing affordability is an issue across all of Tasman, but Motueka and Golden Bay have the highest proportion of households on relatively low incomes and a greater need for affordable housing options. There are about 5,500 seasonal workers in Tasman in a given season of which approximately 1,700 are Recognised Seasonal Employees (RSEs), with slightly more in peak season. In towns such as Motueka and Riwaka, growers face particular seasonal accommodation challenges with lack of motor camps and motels, forcing some to purchase holiday parks for worker accommodation.

The Housing Preferences Survey 2021 of the Nelson Tasman urban environment shows that while the majority (71%) of respondents prefer stand alone dwellings, an increasing proportion prefer attached dwellings (29%), when compared with previous surveys. The majority (62%) of older residents prefer standalone dwellings, but a significant proportion also prefer attached dwellings (31%) and these would generally be smaller dwellings. Overall, some 34% of respondents could not afford to buy any dwelling and only 5% of these could afford to rent.

In considering different household group needs, the greatest concentration of Māori residents is in Motueka, where 15% of the population identify as Māori (compared with 8% for the total Tasman population). Tasman's Māori population is projected to increase from 8% of Tasman's population in 2018 to 12% in 2038. Despite having more residents per household, Māori are slightly more likely to live in smaller homes than the general population, but this could be due to affordability constraints.

1.8 Residential Capacity

Council can provide sufficient development capacity to meet demand (including the additional margin of capacity) for the Tasman urban environment overall, in the short term (Years 1-3) and in the long term (Years 11-30) but will have insufficient capacity towards the end of the medium term (Years 4-10).

At an individual town level in the urban environment, the picture is different:

- in the short term there is insufficient housing land capacity in Motueka, Brightwater and Māpua, but the shortfall can be provided for in Richmond. The shortfall in Māpua and Brightwater is due to insufficient infrastructure in time. The shortfall in Motueka is due to low lying land, natural hazard constraints and highly productive land preventing significant addition of zoned residential land
- in the medium term there is insufficient housing land capacity in Brightwater and Wakefield which cannot be provided for elsewhere in the urban environment. This shortfall is due to insufficient infrastructure in time but will be available in the long term
- in the long term there is insufficient housing land capacity in Motueka, but the shortfall can be provided for in Richmond and Māpua. Motueka's constraints are outlined above

In terms of type of capacity (location and typology), the continued inability of Council to provide for demand in Motueka is apparent. Motueka is the worst mismatch according to the 2021 Housing Preferences Survey with double the amount of people wanting to live there than can actually afford to. Motueka continues to experience significant housing capacity issues, in terms of affordability and opportunities generally, needs of Māori residents, seasonal workers and renter needs. This situation in Motueka was also highlighted by the Salvation Army's 'State of our Communities' survey in 2023. Significant servicing investment including a new wastewater treatment plant and a stormwater corridor is also needed for future developments in Motueka and this is phased over time in the Long Term Plan and Infrastructure Strategy.

There are insufficient attached dwellings projected for Tasman over the next 30 years to meet demand. Forthcoming plan changes for greenfield residential development areas will require a minimum percentage of the lots to have, for example, an average area of 360 sq m with a minimum of 270 sq m and a maximum of 450 sq m. The remaining lots will have a specified minimum area also. Plan changes for intensification areas will be for denser dwellings in any case.

Affordability is an issue for the whole of Tasman but is worse in Motueka and Golden Bay due to lower incomes. Additional seasonal worker accommodation is needed in the Motueka area (non RSE workers) where campground/backpacker facilities are smaller and fewer, but natural hazards and highly productive land continue to constrain significant addition of zoned residential land in Motueka. A significant number of such facilities have recently been purchased by growers. Plan change 81 to be undertaken in 2024, will update the definition of workers' accommodation in the Tasman Resource Management Plan (TRMP) to make it more fit for purpose and enable more permitted activity status proposals or controlled activity status resource consent applications.

The Housing Preferences Survey 2021 showed that for renters, location of the dwelling is key, in choosing where to live, underlining once more the importance of meeting demand in specific locations.

1.9 Business Demand and Capacity

The medium population growth scenario for Tasman also informs demand for business land in Tasman. The two Councils jointly commissioned an assessment of business land demand for each city/district as well as the Nelson Tasman urban environment in 2021[3], and the underlying model was updated in 2023. Based on the model, 19.7 hectares of business land will be required in the Tasman urban environment between 2024-2054, and a further 5.4 hectares in Tasman's rural townships. In the urban environment, 6.2 hectares is needed for retail/commercial development and 13.5 hectares is needed for industrial land use.

There is sufficient business land development capacity for the Tasman urban environment and rest of District for the 30-year period for the different types of business land use (retail/commercial and industrial).

1.10 Housing Bottom Lines

As soon as practicable after this HBA is made publicly available, TDC will update the housing bottom lines for the short, medium and long term for the urban environment in its Regional Policy Statement and District Plan. The housing bottom line is the amount of development capacity that is sufficient to meet demand plus the competitiveness margin. The housing bottom line only refers to the urban environment because the NPS-UD requires this obligation in relation to the urban environment. The rest of Tasman District is the rural remainder not subject to the same obligations under the National Policy Statement on Urban Development (NPS UD).

The housing bottom lines are:

Urban Environment	Short term Years 1-3 (2024-2027) Number of dwellings
Richmond	355
Brightwater	79
Māpua/Ruby Bay	68
Wakefield	82
Motueka	238
Total	**822**

Urban Environment	Medium term Years 4-10 (2028-2034) Number of dwellings
Richmond	1,027
Brightwater	211
Māpua/Ruby Bay	162
Wakefield	216
Motueka	535
Total	**2,151**

[3] Demand for business land in the Nelson and Tasman shared urban environment – from today's economy to future needs, Sense Partners (June 2021)

Urban Environment	Long term Years 11-30 (2035-2054) Number of dwellings
Richmond	2,480
Brightwater	681
Māpua/Ruby Bay	404
Wakefield	659
Motueka	1,257
Total	**5,481**

2. Introduction to the assessment

Parts of Tasman District form the Nelson Tasman Tier 2 Urban Environment under the NPS-UD 2020. These comprise Richmond, Brightwater, Wakefield, Māpua and Motueka. Tasman and Nelson function as a single housing market. As at 2022, 56% of Tasman's population resides in the urban environment and 44% of the population lives in the smaller towns in the rural areas. Some of these rural towns also have their own acute housing needs. This poses a challenge for the Council in prioritising the urban environment for providing sufficient development capacity. Corelogic estimates a median multiple (house value to income multiple) in Tasman of 7.6 in 2023, higher than the NZ average of 7.2. According to MHUD's dashboard, house prices have increased by 113% in Tasman between 2015 and 2023. REINZ finds that the median house price in Tasman was $800,000 in June 2023, having fallen 7.5% year-on-year but still above the national average. The Nelson Tasman Housing Preferences Survey 2021 found that 34% of respondents in the region could not afford to buy any dwelling and only 5% of these could afford a rental. These unaffordable house prices are against continued high consenting activity for Tasman. Building consents for dwellings for year ending June 2023 have remained similar to the previous two years, with 577 recorded. Residential sections created in Tasman have remained relatively constant over the past three years at between 350 and 375. Residential resource consents from subdivision have however trended downwards since 2020, coinciding with a pandemic and economic downturn.

2.1 Purpose and Objectives

This HBA has been prepared to meet requirements under the NPS-UD 2020, particularly Policy 2 and implementation clause 3.10 of the NPS-UD. Policy 2 of the NPS-UD requires Tier 2 local authorities, such as Nelson and Tasman, at all times to provide at least sufficient development capacity to meet expected demand for housing and for business land over the short, medium and long term (30 years in total).

This HBA provides an introduction to the assessment, explains the methodology and approach, analyses residential and business demand and capacity, and makes conclusions on sufficiency.

The purpose of the HBA is to inform Resource Management Act (RMA) planning documents, LTPs, including Infrastructure Strategies and planning decisions. The analysis contained within this assessment has been used to inform the LTP 2024. This is the third HBA prepared by TDC since 2018. Previous HBAs have also informed both the 2019 and 2022 Nelson Tasman Future Development Strategies.

TDC, in this report, assesses housing and business demand and capacity for both its part of the Tier 2 urban environment and the remainder of the District. There is a third bridging report prepared by both Councils, called "Nelson and Tasman Tier 2 urban environment housing and business assessment 2024". The bridging report summarises the capacity assessment for the combined urban environment.

The HBAs for the Nelson Tasman urban environment cannot be fully combined. Despite Tasman District and Nelson City operating and functioning as a single economic market and therefore a single housing market, the two Authorities are quite different both physically and in terms of their

size. Tasman territorial authority is over 20 times bigger than Nelson City. The urban environment in Tasman only forms a small part of the overall area and many of the rural towns in Tasman are continuing to experience acute housing needs. Council's growth model needs to assess how it can meet demand in rural areas, as well as the urban environment.

For these reasons, for this HBA the two Councils jointly procured population projections and business land demand forecasts, but the capacity modelling methodologies in each Council are quite different, as a result of their distinctive physical differences.

2.2 The Tier 2 Urban Environment and its Geographic Areas

"Urban environment" is defined in the NPS UD as any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that: (a) is, or is intended to be, predominantly urban in character; and (b) is, or is intended to be, part of a housing and labour market of at least 10,000 people. The Ministry for the Environment (MfE) confirmed by email (22nd Sept 2020), that the definition of urban environment includes non-contiguous areas of urban land, so long as they are part of the same housing and labour market that is greater than 10,000 people.

Richmond is currently the only town in Tasman with a population of more than 10,000 people. According to latest medium growth population projections, Motueka could potentially have a population greater than 10,000 by 2034, if its demographic trends continue. However, due to the town's development constraints and projected housing deficit, it is unlikely Motueka's population will exceed 10,000.

The Joint Committee of the Nelson City and Tasman District Councils resolved on 10 November 2020 that the Nelson Tasman urban environment comprises the following city and towns: Nelson, Richmond, Motueka, Māpua, Wakefield, Brightwater, Cable Bay and Hira, in recognition that these communities are part of the same labour and housing market, and these areas are or are intended to be predominantly urban in character. The map below highlights these areas:

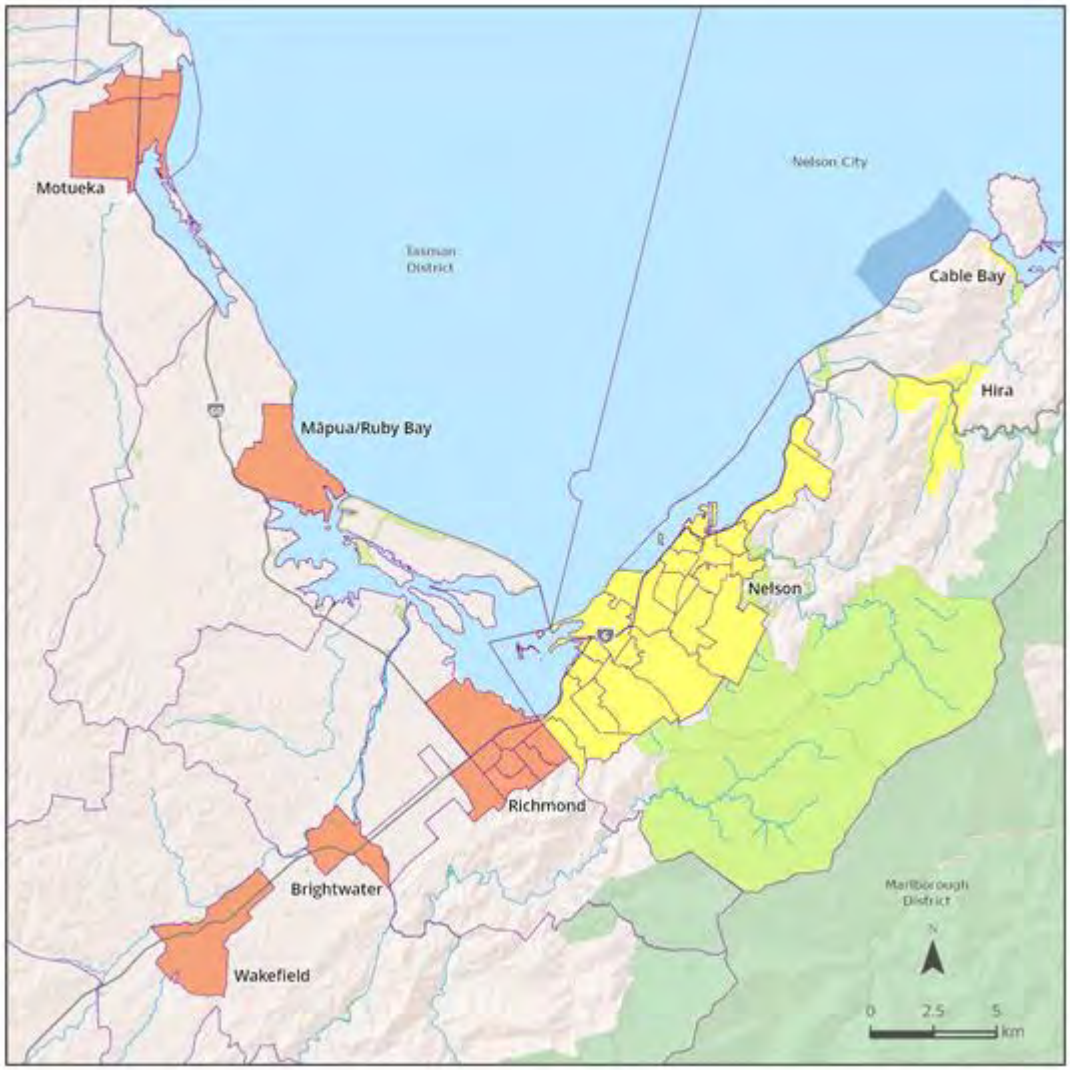


Figure 1: Map showing tier 2 Nelson Tasman urban environment, across both Districts

As at 2022, 56% of Tasman's population resides in the urban environment. Some 44% of the population lives in the smaller towns in the rural areas and some of these towns have their own acute housing needs. This poses a challenge for the Council in prioritising the urban environment for sufficient development capacity, as required by the NPS UD. The urban environment within Tasman comprises a very small component of the overall 10,000 sq km land area of the District, with many small towns in the rural area, as shown in Figure 2 below (black boundary represents TDC boundary, excluding the Coastal Environment):

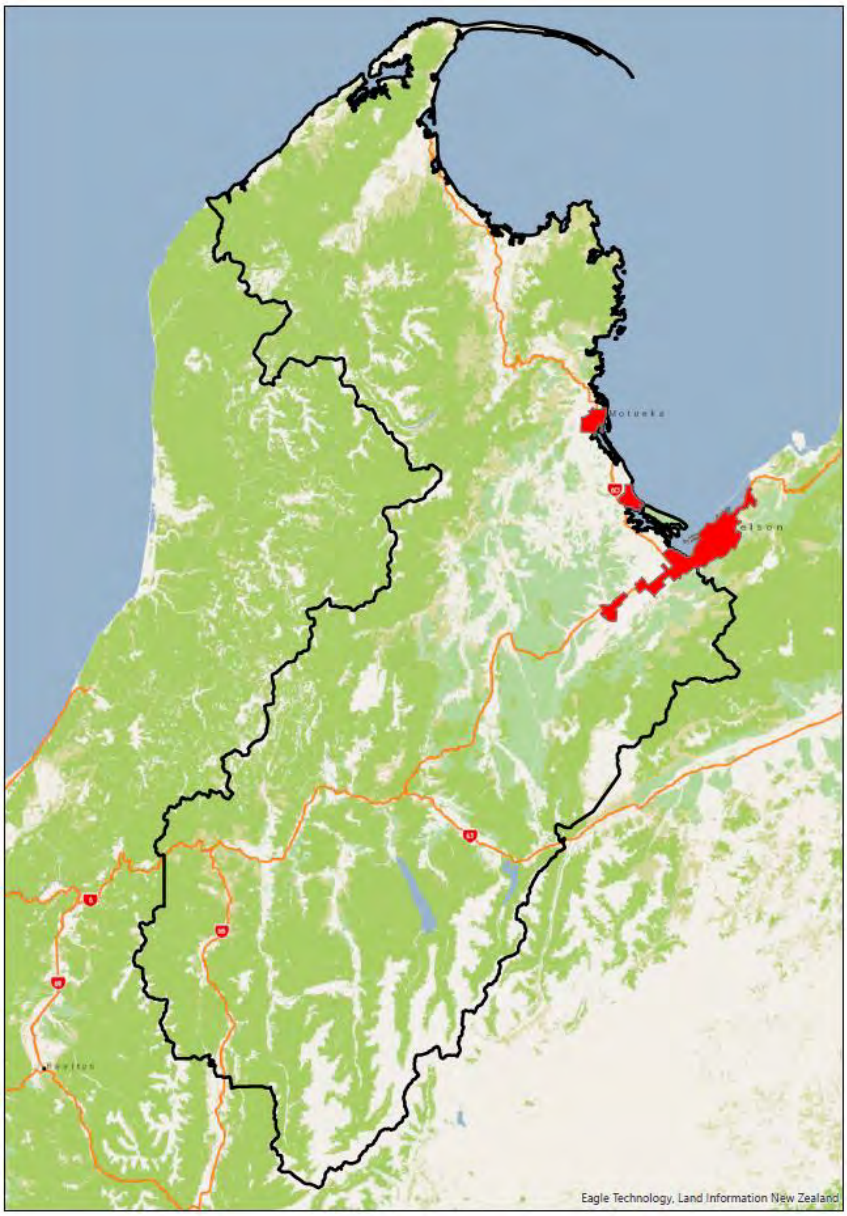


Figure 2: Map showing the urban environment within Tasman District as a whole

2.3 Relationship between Nelson City and Tasman District Territorial Authorities

Tasman District and Nelson City operate and function as a single economic market and business activity flows both ways across the Territorial Authority boundaries. The relative isolation of the Tasman and Nelson markets, reinforces this interconnectedness. Tasman and Nelson rely, to varying degrees, on each other to sustain their respective economies and generate significant economic benefits for each other. Consequently, Tasman and Nelson also function as a single housing market.

2.4 Background to Assessment

2.4.1 Housing affordability

Housing affordability is usually measured by house values in relation to incomes. The median multiple is a value-to-income ratio of the median house value divided by the gross median household income. Corelogic published affordability data for Tasman in August 2023. Corelogic found the NZ national house value to income ratio to be 7.2 and Tasman's to be 7.6, in the second quarter of 2023. [4]

CoreLogic's report notes that *"areas such as Thames-Coromandel, Tasman and Queenstown stand out for having some of the highest (worst) readings across most affordability measures."* However, the report also notes that compared to their own averages, affordability is not currently as stretched.

The NRDA's 2022 Regional Economic Briefing concluded that average household incomes in Nelson-Tasman are 22% below the NZ average. For those still in the workforce average annual earnings in Nelson-Tasman are 14% lower than the national average in 2022. Nelson Tasman average wage earnings are the lowest in NZ.

Another affordability measure updated regularly is the Massey Home Affordability Index, which takes into account the cost of borrowing as well as house prices and wage levels. The income data is for both renting and owner occupier households. As at June 2023, Tasman was the third least affordable region in the country behind Auckland and Bay of Plenty. Tasman has been the second least affordable for over two years.

According to MHUD's dashboard, house prices have increased strongly in Tasman since 2015. They have increased by 113% between 2015 and 2023.

REINZ also monitors house prices in the region, and it finds that the median house price in Tasman was $800,000 in June 2023, having fallen 7.5% year-on-year. According to REINZ this is still above the national average. However, compared with five years ago, Tasman house prices are 48% higher.

The Nelson Tasman Housing Preferences Survey 2021 found that 34% of respondents in the region could not afford to buy any dwelling and only 5% of these could afford a rental. The remaining 28% could not afford to buy or rent a dwelling. The preferences survey was initially income unconstrained and then became income constrained as the questions progressed. The dwelling demand when income constrained was higher in the Waimea Plains and Tasman rural areas than unconstrained demand in these areas. These are locations that people choose less often when unconstrained by their financial situation. The survey showed that some of the urban demand may be driven to these more rural areas of Tasman given they are constrained in their first choices by affordability. Respondents are trading off location for price. There is a mismatch between demand and affordability in Tasman.

2.4.2 Residential Building Consent Activity 2019-2023

Building consents are monitored quarterly but the annual monitoring reports prepared under the NPS-UD show that Tasman's building consents for new dwellings have remained around 600 per annum, peaking in June 2021 at 618 for the year and declining slightly in June 2023 to 577. In terms

[4] Housing affordability report – New Zealand Quarter 2 2023 - CoreLogic

of the Nelson Tasman urban environment, Tasman's part of the urban environment has consistently accounted for 60-65% of all residential building consents in the past three years.

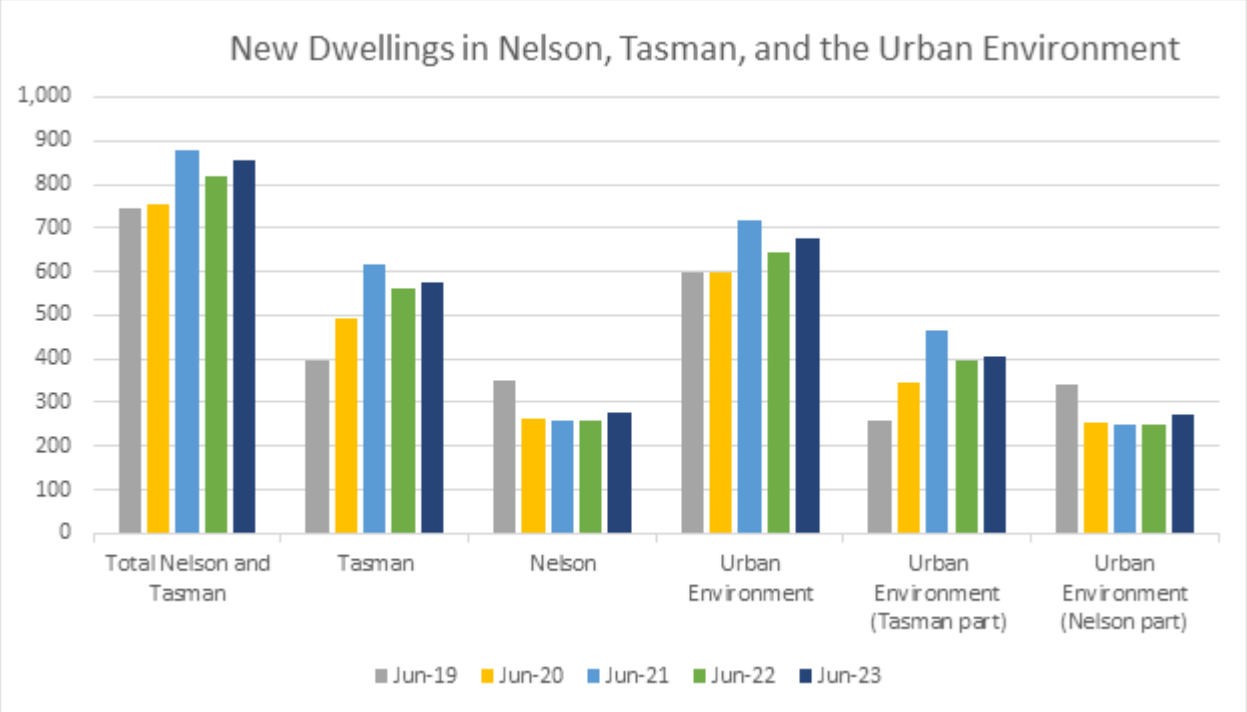


Figure 3: Annual number of new dwellings consented, 2019-2023

2.4.3 Residential sections created

Monitoring of the number of residential sections created uses LINZ data on subdivision consents, where the developer has sent the survey plan to LINZ for approval. Since 2020/21 these have been monitored for the Nelson Tasman urban environment and the whole region. Similar to trends for building consents, Tasman's sections created have remained relatively constant at around 350-375 per annum since 2020. In terms of the Nelson Tasman urban environment, Tasman's part of the urban environment has consistently accounted for 62-75% of all residential sections created in the past three years.

2.4.4 Residential resource consents (subdivision)

The trends in residential resource consents from subdivision have been different to building consents and sections created. They have trended downwards for both Nelson and Tasman between 2020 and 2023, also coinciding with a pandemic and economic downturn. There were however additional resource consents granted during that period that did not involve subdivision (i.e. land use consents).

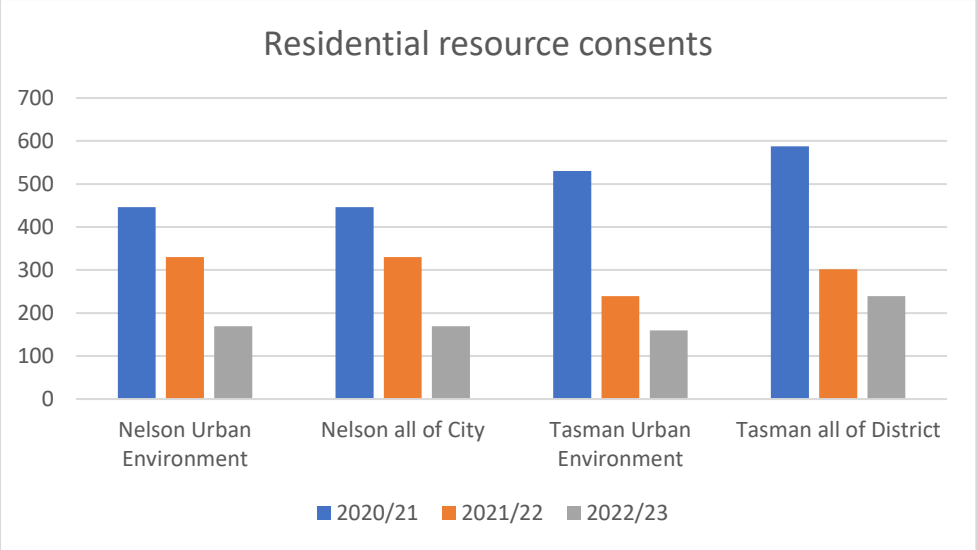


Figure 4: Residential resource consents (subdivision) 2020-2023

2.4.5 Factors affecting housing affordability and related workstreams

There are a number of factors affecting affordability. Council has obligations under RMA to ensure there is sufficient housing and business land to meet expected demands of the urban environment. Council also has similar obligations under the NPS-UD as a Tier 2 urban environment:

- Planning decisions should seek to improve housing affordability by supporting competitive land and development markets.
- Tier 2 authorities, at all times, provide at least sufficient capacity to meet expected demand for housing and for business land over short, medium and long term.

While provision of sufficient housing land capacity influences affordability of dwellings, it is clear there are other influencing factors at play, including those shown below.

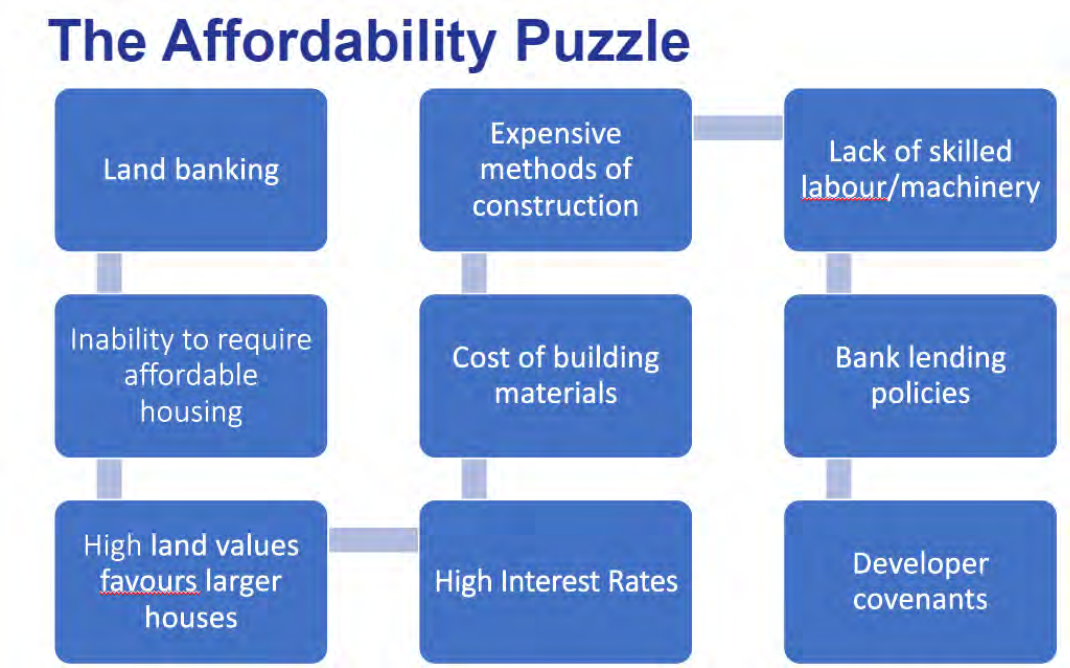


Figure 5: Factors affecting the affordability of housing apart from zoned, serviced land.

A Government working group (made up of Treasury, MHUD and the Reserve Bank) reported in August 2022 that a combination of a global decline in interest rates, the tax system, and restrictions on the supply land for urban use are the main cause of higher house prices in Hamilton-Waikato, as well as other parts of Aotearoa New Zealand, over the past 20 years. [5]

A survey of financiers and developers in 2019 [6] found that while much of the debate concerning housing supply in NZ has centred on the external factors that have restricted supply, *"in contrast to this narrative, interviewees identified the inherent risks involved in residential development and the ways in which banks operationalize risk management strategies that shape everyday development practices."* Banks' lending practices mean special purpose vehicles need to be set up for each development and a high percentage of pre-sales is required. It is common for banks to require 100% of costs as pre-sales, which could be 75% of total sales. This places a considerable time and cost burden on the developer, which in turn affects the affordability of dwellings.

[5] Assessment of the housing system: with insights from the Hamilton-Waikato area' August 2022
[6] National Science Challenges "Financiers and Developers: Interviews concerning their interests, relationships and the residential development process" Laurence Murphy, University of Auckland, March 2019.

3. Methodology and Approach

Tasman's population continues to grow. Since 2020 it has grown on average by 1.2% each year. Growth continues largely due to net migration gains and importantly for Tasman a sizable proportion of this is from internal migration. Population is projected to increase in Tasman by 7,400 residents between 2024 and 2034, from 60,500 to 67,900 (12%) and by a further 10,900 residents to 2054 (16%), totaling 78,800. Population growth in the Tasman urban environment is slightly higher at 13% for the first 10 years and 19% for the following 20 years. Tasman's migration trends are characterised by a net loss of young adults (typically 15-19 year-olds) and some older groups (70 years and older) but with a net gain in most other age groups. The ageing population is driving a change in the average household size across the District, projected to decrease from 2.43 residents per household in 2023, to 2.23 in 2053, leading to further demand for more dwellings. Council has its own growth model, first developed in 2004-5 that forecasts land requirements for housing and business, as well as capacity. The model is on its seventh iteration. A Housing Preferences Survey of the community living in the Nelson Tasman urban environment was undertaken in 2021 to help inform type of housing demand.

3.1 Population Growth and Projections

Tasman's population continues to grow:

- the annual average population growth in Tasman since 2020 has been 1.2%, lower than the higher average annual growth experienced between 2015-2020 of 2.5%
- the population grew by 1.2% in the year ending June 2023, to reach 59,400
- 82% of the population increase in the year ending June 2023 was due to net internal migration, with the remainder from natural increase and net international migration, which is a similar trend to previous years
- Since 2018, Tasman has seen growth mostly in the 65+ and 15-39 age groups, with a small decline in the 0-14 age group.

TDC and Nelson City Council (NCC) both engaged DOT Consulting[7] to provide population and household projections (2018-base), with low, medium, high scenarios for the LTP 2024-2054. The projections were based on long term demographic trends for fertility rates and life expectancy (births and deaths) and observed migration trends between 2001 and 2018 Census years. After considering recent estimated population and dwelling growth rates, both Councils have assumed the medium growth scenario for the LTP 2024-2034.

Based on the medium scenario, Tasman District is projected to have average annual population growth of 1.2% for the next 10 years, 2024-2034. Figure 6 shows the three growth scenarios for Tasman's population growth between 2024 and 2054. The graph also shows Stats NZ's population estimates for 2008 to 2023. The three population projections (low, medium, and high growth) incorporate different fertility, mortality, and migration assumptions for Tasman. Further information on the population projections is available in Section 3.5 and in DOT Consulting's report.

[7] Tasman District and Nelson City Population Projections 2018-2058 provided by DOT Consulting, March 2023

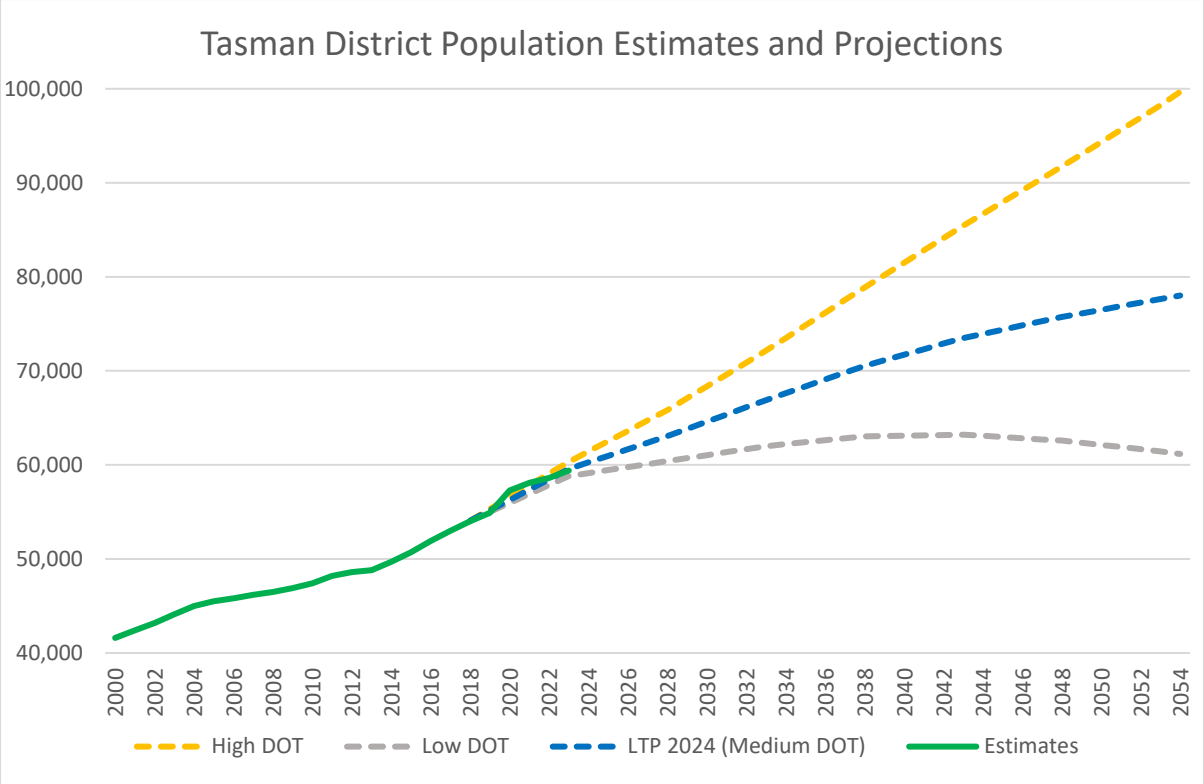


Figure 6: Estimated and projected population series, 2000-2054, Tasman District

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

In 2022, 56% of Tasman's population is estimated to live in the urban environment. Population within the urban environment is forecast to grow by 13% between 2024 and 2034 and a further 20% to 2054.

Every three years, TDC updates its Growth Model[8] with the latest population projections to predict future residential demand across the Tasman District for the following 30 years. The Growth Model outputs inform the LTP.

As Table 1 shows, under the medium scenario, two-thirds of Tasman's population growth over the next 30 years is expected to be in the urban environment. The rural Moutere area is also projected to have significant population growth. The Golden Bay and Lakes-Murchison Wards are projected to experience population growth for the next 20 years, with slight population decline projected after that. These projections reflect those Ward's age structures and migration trends (net gains/losses) for different age groups.

[8] Growth model | Tasman District Council

Table 1: Summary of Population Projections

Growth Model Area	Total Population (as at 30 June)				
	2022	2024	2034	2044	2054
Richmond	16,950	17,400	19,400	21,390	22,530
Brightwater	2,340	2,460	3,010	3,640	4,230
Māpua/Ruby Bay	2,870	2,970	3,350	3,730	3,970
Motueka	8,330	8,630	9,720	10,490	11,110
Wakefield	2,510	2,650	3,230	3,910	4,460
Subtotal of urban environment	33,000	34,110	38,710	43,160	46,300
Moutere[9]	5,800	6,090	7,380	8,640	9,820
Golden Bay Ward	5,740	5,870	6,250	6,350	6,270
Lakes-Murchison Ward	4,170	4,240	4,460	4,480	4,400
Rest of District	9,950	10,180	11,050	11,750	11,960
Total District	58,660	60,490	67,850	74,380	78,750

Figure 7 below shows that under the medium scenario, all age groups in Tasman are projected to experience growth. However, the highest growth continues to be in the 65+ age group, which is projected to increase by 50% between 2023 and 2053. The proportion of the population in this age group is projected to increase from 23% to 28% by 2034. This increase, known as structural ageing, means that total population growth rates are projected to slow down over time. Once a population has more than 20% aged 65 years and over, it is usually approaching the end of natural increase. Tasman reached that threshold in 2016 and has experienced relatively low natural increase in recent years.

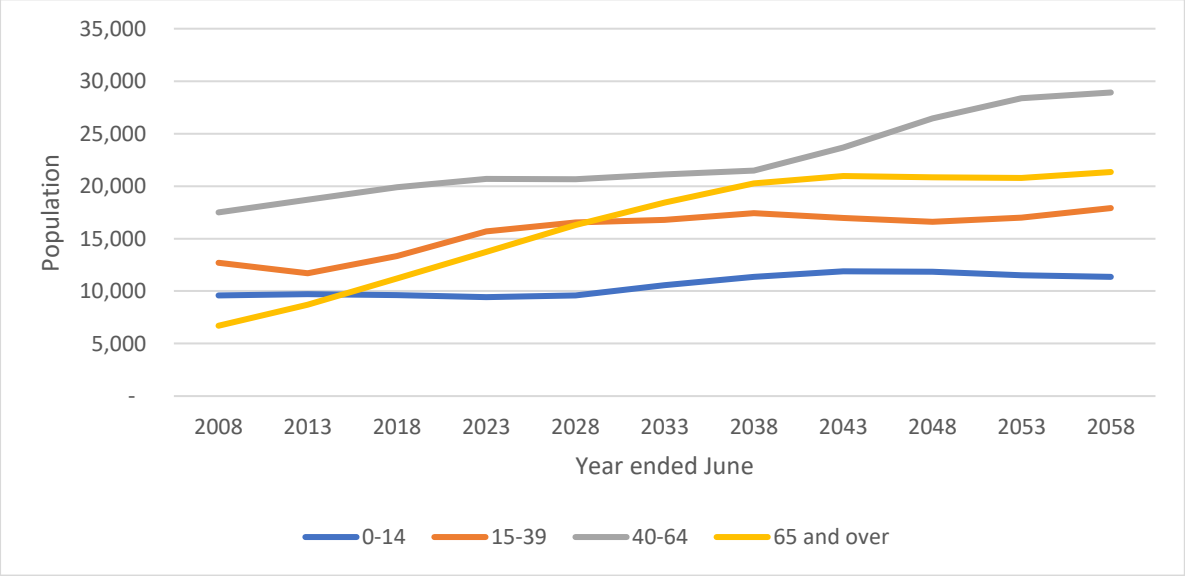


Figure 7 Estimated and projected population by age group, 2008-2053, Tasman District

[9] Moutere consists of two Stats NZ SA2 Areas: Moutere Hills and Lower Moutere.

3.2 Household Size

The ageing population is driving a change in the average household size across the District, projected to decrease from 2.43 residents per household in 2023, to 2.33 in 2033 and 2.23 in 2053[10]. Average national household size in NZ is currently 2.57. An ageing population typically sees a reduction in average household size, in part because there are fewer children per household, more people live as couples without children and, especially at older ages, more people live alone.

There are variations in the projected household size across the District e.g. Brightwater and Wakefield are projected to maintain above average household size across all the time series.

3.3 Business Land Projections

The medium growth scenario for Tasman also informs demand for business land in Tasman. The two Councils jointly commissioned an assessment of business land demand for each city/district as well as the Nelson Tasman urban environment in 2021.[11] The underlying business land forecasting model was updated in 2023. The model estimates future land requirements for three different types of business land (industrial, office, retail). The model incorporates national and regional economic and demographic trends, employment projections, and employment to land ratios.

TDC undertook a business survey in 2020, of 500 businesses in the region. The aim of the survey was to understand whether zoned business land (and future business areas) is of the right type in the right location, ensuring that all our businesses are provided for. The survey received a 40% response rate and further details are provided in section 6.0 and Appendix 1.

3.4 Housing Preferences Survey 2021

TDC and NCC procured a Housing Preferences Survey in 2021 and results of this are discussed in the housing demand section of this report. Appendix 2 outlines the methodology of the survey and the final report and appendices can be found here Capacity assessments | Tasman District Council (under 2021 assessments).

3.5 Consideration of Other Growth Scenarios

DOT Consulting[12] provided population and household projections with low, medium, high scenarios. The projections were based on long term demographic trends for fertility rates and life expectancy (births and deaths) and observed migration trends between 2001 and 2018 Census years. However, there are only moderate differences in mortality and fertility between the three scenarios. The biggest difference between scenarios is therefore driven by different migration assumptions. The medium migration assumptions equate to the average of observed migration by age and sex between 2001 and 2018. The high/low scenario migration assumptions equate to the medium scenario migration assumption plus/minus 25% applied separately to each age/sex group.

The High and Low variants represent scenarios if net migration is sustained at levels notably higher or lower than the historical average, but comparable to observed high and lows. It is unlikely, however, that very high levels of migration would continue unabated across the projection timeframe, and so these variants should be considered possible, though unlikely, scenarios of

[10] DOT Consulting, Medium Scenario, Household Size Projections
[11] Demand for business land in the Nelson and Tasman shared urban environment – from today's economy to future needs, Sense Partners (June 2021)
[12] Tasman District and Nelson City Population Projections 2018-2058 provided by DOT Consulting, March 2023

population change. They illustrate plausible alternative scenarios of future demographic behaviour and provide an indication of the inherent uncertainty of demographic behaviour.

Stats NZ published subnational population projections in December 2022 (2018 (base)–2048 update), also with high, medium and low scenarios. As figure 8 shows the Stats NZ high scenario is very close to the DOT medium scenario which Council has assumed as the most probable growth scenario for the LTP. The DOT projections use the same fertility and mortality assumptions as Stats NZ but assume higher net migration assumptions. The DOT net migration assumptions are based on observed past migration rates for Tasman, while Stats NZ apply predetermined migration numbers for each region for each projection period.

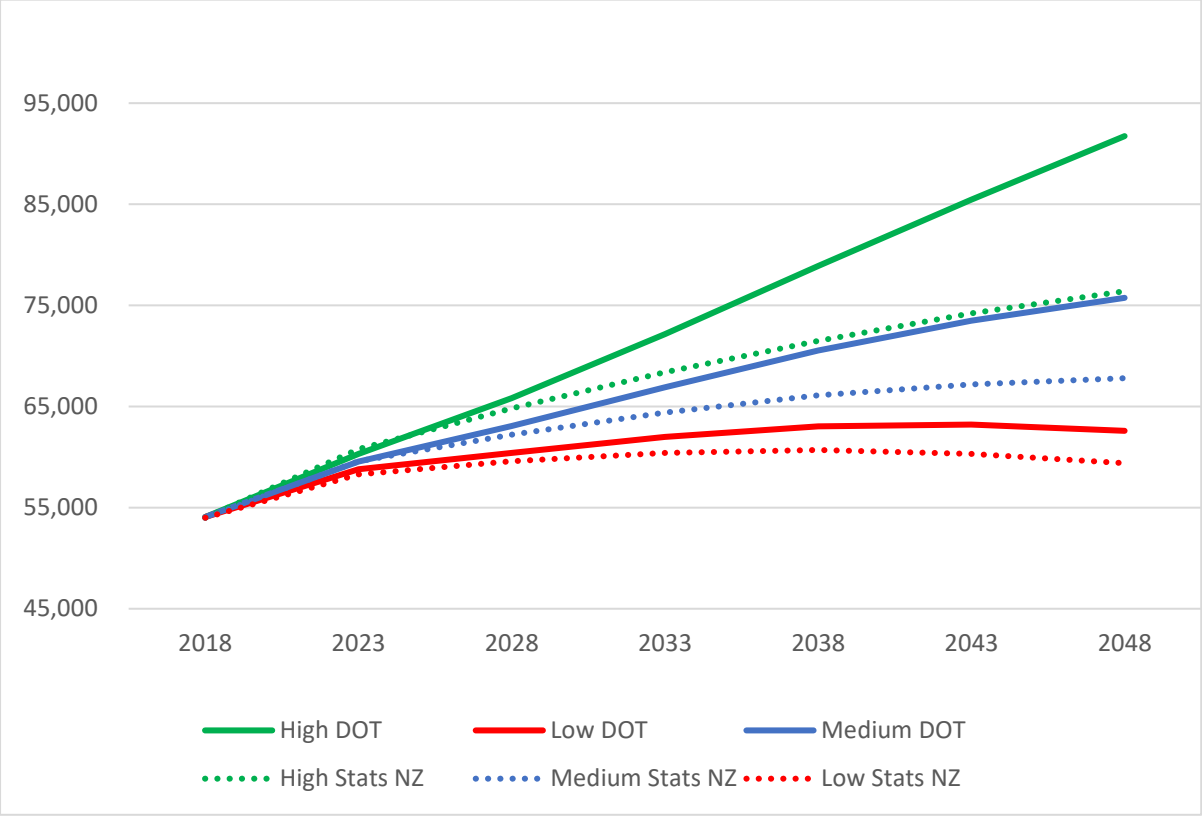


Figure 8: DOT population projections compared with Stats NZ Population Projections (2018 based), Tasman District

The Stats NZ medium projections have previously underestimated population growth for Tasman District since at least 2013. The adopted DOT medium scenario population projections are considered robust as they reflect average growth between 2001 and 2018.

There is always a degree of uncertainty when making assumptions about the future. There are several factors which are difficult to predict such as, population migration (either to/from overseas or within NZ); the proportion of dwellings used as holiday houses; developer and landowner activity; and natural events. Positive net migration is the major contributor to the District's population growth and can be affected by housing supply, house prices and incomes in other regions and countries.

It is conventional for the medium scenario to forecast the most likely scenario. However, other scenarios should also be considered for potential effects on Council's financial estimates,

infrastructure needs, and zoning requirements. The Council considered these other scenarios and adopted the medium growth projection.

If population growth is higher than assumed, debt incurred by Council will be repaid faster to fund the growth-related portion of infrastructure than assumed under the medium scenario. This is through the payment of development contributions to Council. However, higher growth than planned could also result in an insufficient amount of serviced land for development and a worsening of housing affordability. Regular monitoring of consents and population trends will inform Council, if it is required to undertake further urgent plan changes to the TRMP, rather than wait for the replacement Resource Management Plan and/or consider increasing its investment in infrastructure further to make more land available for development. Council is currently preparing such an urgent growth plan change, covering a number of towns in Tasman District.

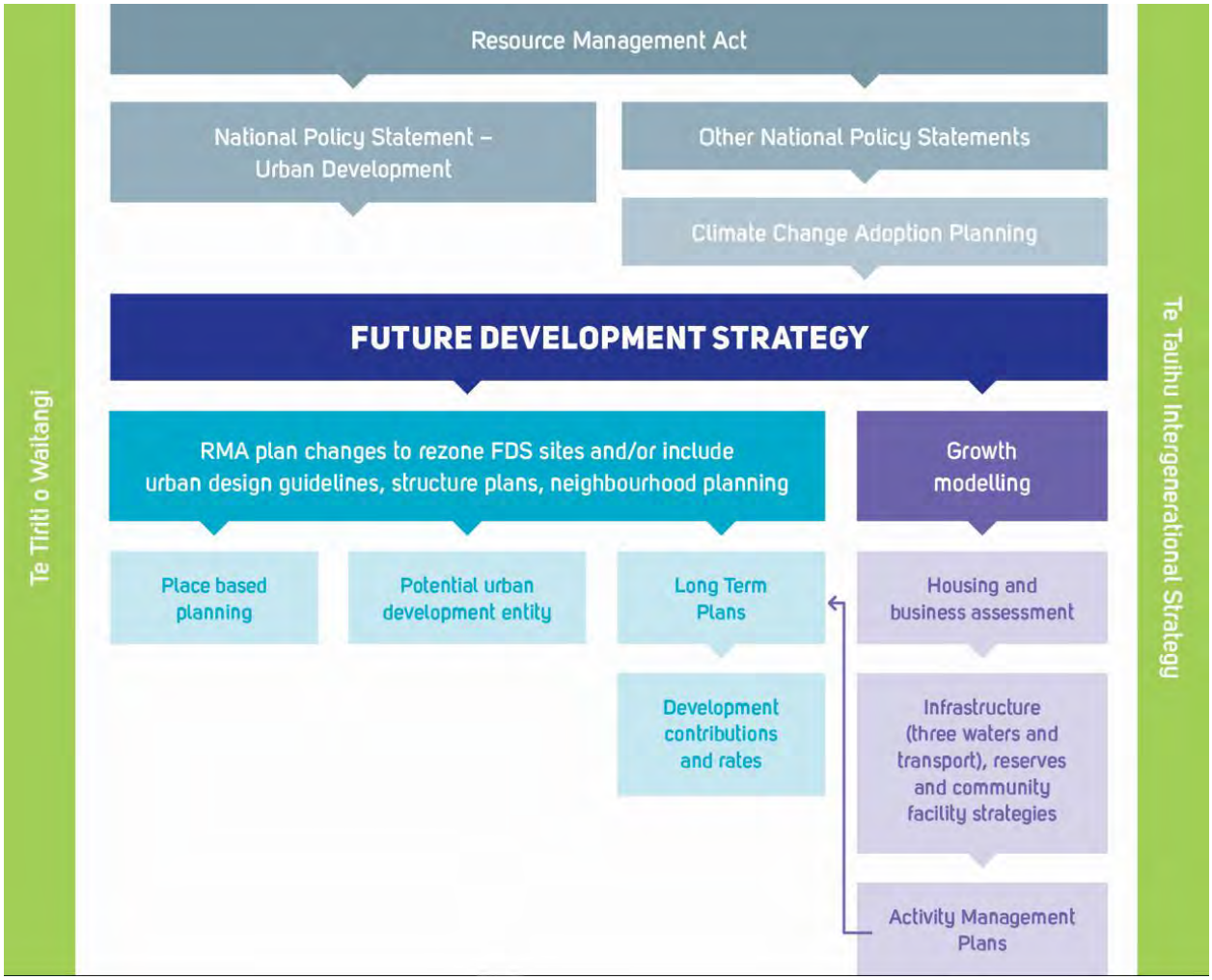
If population growth is lower than assumed, it may take longer for development contributions to pay off debt incurred to fund growth related infrastructure. Council may need to revise its capital works programme for growth related infrastructure. The forecast increases in rates and development contributions may also be smaller than anticipated.

3.6 Future Development Strategy and Growth Model Methodology

The Nelson Tasman Future Development Strategy 2022-2052 (see Future Development Strategy 2022 - 2052 | Tasman District Council) was adopted by both Councils in August 2022. It provides capacity for 29,000 dwellings in the regions and 88 ha of commercial land and 50ha of industrial land. A Future Development Strategy (FDS) implementation plan was adopted by TDC and NCC in November 2023. The FDS provides the potential overarching housing and business land capacity for the region. Growth modelling for each LTP informs both Councils how much capacity is needed to meet latest dwelling and business land demand projections and is written up in the HBA.

Figure 9 below shows the role of the FDS in informing other Council plans at Tasman.

Figure 9 Role of FDS in informing other Council plans



TDC developed its own Growth Model[13] in 2004/5, with continual improvements over 20 years. The Growth Model is a district-wide, long term spatial planning tool which is updated every three years to inform the LTP and TRMP. The model predicts when and where new residential dwellings and new business land is needed (demand) and when/where land development capacity and supply is projected over the following 30 years. The model estimates growth for 15 discrete locations as well as five rural Ward remainder areas. This report is based on the seventh update of the model in 2023.

The 2023 model review for future land demand was based on the latest population, household size and business land projections discussed in the previous sections. The Growth Model calculates future dwelling demand for each location based on its projected population and household size change. It also compares base year household numbers with the number of existing dwellings to estimate the proportion of unoccupied dwellings (usually holiday homes). The proportion of holiday homes is then included in future dwelling demand calculations. This proportion is significant for several locations outside of the urban environment (e.g. Pōhara, St Arnaud, Kaiteriteri/Marahau).

Business land demand for each Growth Model location was calculated from the Sense Partners projections for Tasman District, by allocating future demand based on each location's existing share of jobs for each industry[14]. There is a high degree of uncertainty in business land projections, given

[13] Growth model | Tasman District Council

[14] Stats NZ, Business Demography Statistics, Employee count by industry and statistical area, 2022

the wide range of factors that can have an influence, and the uncertainty and margin for error increases with estimates for locations with relatively low population and employment numbers.

The 2023 model review for future land capacity and supply incorporated updated GIS data (vacant land, zoning, hazard risks, productive land, other physical land constraints) and assumptions on the type and timing of development based on the following:

- Nelson Tasman FDS 2022-2052 – identified future growth areas, including indicative typologies and yield
- Current and future infrastructure projects
- Monitoring of building and resource consents, including pre-applications and known developer intentions.

The model is based on the best information Council has at the time, informed by developers' intentions at that time. There are several factors which are difficult to predict such as population migration to, from and within the district; the proportion of dwellings used as holiday houses; developer and landowner activity fluctuating with market upturns and downturns; and natural hazard events.

Appendix 3 provides a summary of Council's growth model methodology.

4. Residential Demand

Dwelling demand is projected to be relatively constant over the next 20 years, at approximately 400 dwellings per year for the whole District and 250 dwellings per year for the Tasman urban environment. Lower dwelling demand is projected for years 20-30 (300 per year) based on slower population growth. In total, 11,430 dwellings are needed over the 30 years to meet demand in the District. 63% of these dwellings are needed in the Tasman urban environment, demonstrating the role these towns are playing in providing locations to live within commutable distance to the major employment areas of Richmond and Nelson. Richmond and Motueka, the two largest towns, need the most new dwellings in the future.

Council's Housing Preferences Survey 2021 showed that current housing stock is too heavily skewed towards stand-alone housing in Tasman and not enough attached housing or apartments: in 2018 90% of dwellings were stand alone whereas 71% are sought. 34% of survey respondents could not afford to buy any dwelling in Tasman. Motueka and Golden Bay have the highest proportions of households on relatively low incomes and a greater need for affordable housing options. Housing supply has not kept up with demand in Golden Bay and Lakes Murchison wards between 2020-2022.

Housing outcomes for Māori continue to be worse than for NZ Europeans. Between 2016-2023, the percentage of Māori on the Tasman public housing register, as a proportion of total applicants, has varied from 21-50% and currently sits at 31%. This is compared with only 8% of the total Tasman population identifying as Māori in 2018. Nearly half of Tasman's Māori population live in Richmond and Motueka, so it is important for these towns to have housing options that meet the needs of Māori residents.

Motueka is Tasman's most popular town to live in, but a significant proportion of people cannot afford to live there. The Salvation Army's State of our Communities 2023 report focused on Motueka and found its key challenge to be housing affordability. Some of the urban demand for dwellings is being driven to Tasman's rural areas and the Waimea plains as they are more affordable.

Location of the dwelling is the most important factor for renters, in choosing where to live. This poses challenges for Council in providing sufficient housing land in places like Motueka, which faces several constraints.

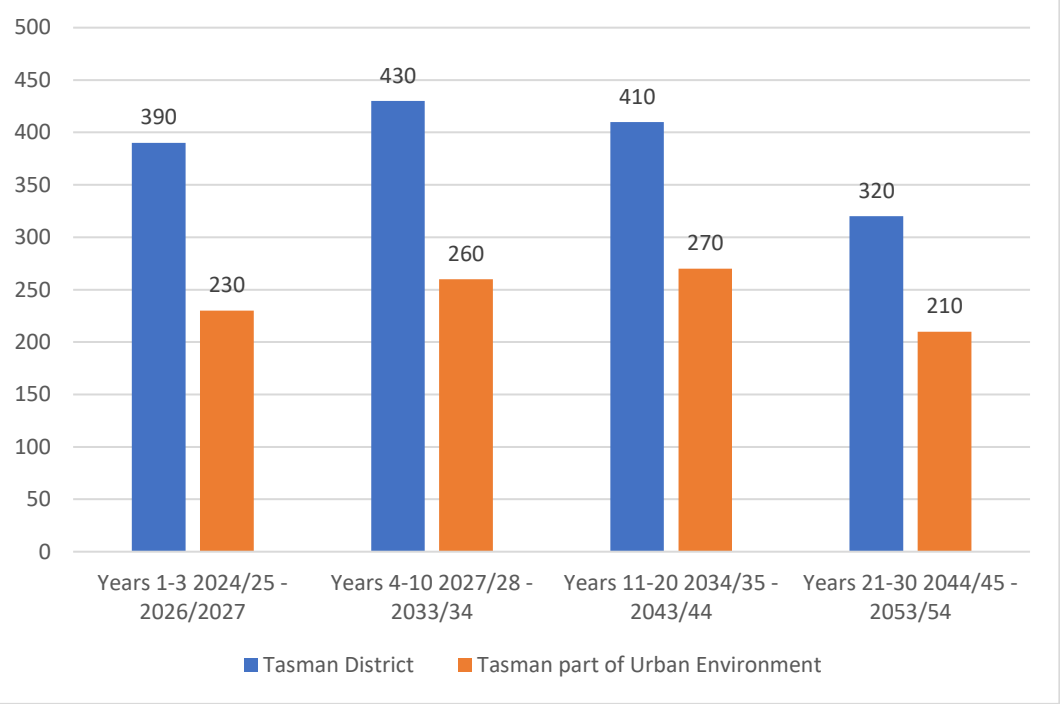
A survey of Tasman growers in 2021 found that 72% require additional accommodation in the future for seasonal workers, totalling 632 beds. There are 5,500 seasonal workers in Tasman in a given season and about 1,700 of these are RSE workers. The remainder are NZ citizens or European backpackers, many of which require accommodation.

4.1 Demand for Dwellings

Future demand for new dwellings is based on a combination of population growth and decreasing household size, as well as some non-resident dwelling demand (such as holiday homes). Based on these factors, dwelling demand is projected to be relatively constant over the next 20 years, at approximately 400 dwellings a year for the whole district, and approximately 250 dwellings a year for the urban environment. Lower demand is projected after 2044 (Year 20), based on slower population growth, at approximately 300 dwellings per year. Figure 10 shows:

- Over the 30-year period, 11,430 dwellings are required across the District to meet demand.
- For the Tasman urban environment only, 7,240 dwellings (63%) are required to meet demand.

Figure 10: Annual average demand for new dwellings, 2024-2054, Tasman District



4.2 Demand by Location

Table 2 below shows the demand for dwellings by location (excluding the NPS UD competitiveness margin.) Over the next 30 years, 63% of Tasman District's new dwellings are needed in the urban environment part. This demonstrates the role these towns are playing in providing locations to live within commutable distance to the major employment areas of Richmond and Nelson. Richmond and Motueka, the two largest towns in the District, are projected to need the most new dwellings in the future.

Growth Model Area	Demand for new dwellings Years 1-10 (2024-2034)	Demand for new dwellings Years 11-30 (2034-2054)
Richmond*	1,152	2,156
Brightwater*	242	592
Māpua/Ruby Bay*	192	352
Motueka*	644	1,093
Wakefield*	248	573
Subtotal of urban environment	**2,478**	**4,766**
Moutere[15]	606	1,290
Golden Bay Ward	362	298
Lakes-Murchison Ward	183	124
Rest of District	547	777
Subtotal of rural environment	**1,698**	**2,489**
Total District	**4,176**	**7,255**

Table 2: Demand for new dwellings – Tasman District (*towns forming part of the Nelson Tasman Urban Environment)

4.3 Different Growth Scenarios and Effect on Composition of Age Group and Household Type

While the actual number of dwellings varies significantly between the low, medium and high scenarios[16], the composition by age group and household type remains relatively similar. Table 3 shows that the population is slightly younger on average under the high scenario, and slightly older under the lower scenario. Using Stats NZ family and household projections, Tasman households by 2043 under all three growth scenarios are of similar composition, with couples-without-children and one person households making up the majority.

	Age composition differences	Family or household type differences	Types of dwellings needed	Number of dwellings required
High growth scenario	Population slightly younger on average, due to fertility rate and net migration all being higher. Proportion of 65+ years is slightly lower, reaching 23% by 2053 compared	No significant difference to the medium or low scenario. Under all scenarios majority of households by 2038 are expected to be couples-without-children (37%), followed by one-	Demand for types of dwellings likely to be similar to medium growth scenario	Under a high growth scenario, Tasman is projected to need 17,000 new dwellings over the next 30 years

[15] Moutere consists of two Stats NZ SA2 Areas: Moutere Hills and Lower Moutere.
[16] Growth model | Tasman District Council

	Age composition differences	Family or household type differences	Types of dwellings needed	Number of dwellings required
	with 27% under the medium scenario	person households (25%)		
Low growth scenario	Population slightly older on average, due to lower fertility rate, life expectancy and net migration Proportion of 65+ years is slightly higher, reaching 31% by 2053 compared with 27% under the medium scenario	No significant difference to the medium or low scenario. Under all scenarios majority of households by 2038 are expected to be couples-without-children (37%), followed by one-person households (24-25%)	Likely increased demand for smaller dwellings	Under a low growth scenario, Tasman is projected to need 4,000 new dwellings over the next 30 years

Table 3: Different growth scenarios and effect on age group and household type

4.4 Demand for Type of Dwellings

The Housing Preferences Survey 2021 provided housing type preferences for residents in the Nelson Tasman urban environment with income constraints included. As shown in table 4 below Tasman urban residents are more likely to prefer detached dwellings than Nelson urban residents, 71% compared with 65%.

	Tasman urban environment	Nelson urban environment	Tasman urban environment	Nelson urban environment
Standalone house	72	119	50%	57%
Rural Residential	31	17	21%	8%
Detached Dwellings	**103**	**136**	**71%**	**65%**
Semi-detached (aka duplex)	27	44	19%	21%
Terraced house	9	14	6%	7%
Apartment	6	16	4%	8%
Attached Dwellings	**42**	**74**	**29%**	**35%**

Table 4: Dwelling Type preference, 2021, Nelson Tasman urban environment

Comparing the surveyed dwelling demand by type (2021) with the supply by type of dwelling (according to census 2018 data) in the Tasman urban environment, there is currently an undersupply of attached/joined dwellings. Table 5 illustrates this:

	Joined Dwelling	Separate House
Demand (2021)	29%	71%
Supply (2018)	10%	90%

Table 5: Dwelling Demand and Supply by Type, 2021 and 2018, Tasman urban environment

Stand-alone houses continue to be the dominant housing typology, with attached dwellings at 19% of total dwellings in Tasman in 2022/2023.

The Housing Preferences Survey 2021 also provided housing type preferences for different household types in the Nelson Tasman urban environment. Stats NZ household type projections were then used to model population change in dwelling type preferences, from 2023 to 2043. Although one-person households are projected to increase at a slightly higher rate than other household types, and one-person households are slightly more likely to prefer attached dwellings, the change did not make a significant difference to the overall population preference for attached dwellings at 2043. Therefore, the 2021 dwelling preferences by type have been applied to the 30 year dwelling demand for the Tasman urban environment, shown in Table 6. Research by Market Economics for Nelson City future dwelling demand has indicated preferences for attached dwellings are likely to increase if there is a significant increase in the supply of attached dwellings (see Appendix 2 of NCC's HBA). This may also be the case for the Tasman Urban Environment, although Tasman is currently projecting more modest increases in the proportion of attached dwellings.

	Attached dwellings (29%)	Detached dwellings (71%)	Total Dwelling Demand
Short term (years 1-3)	200	485	685
Medium term (years 4-10)	520	1,275	1,795
Long term (years 11-30)	1,380	3,385	4,765
Total	2,100	5,145	7,245

Table 6: Dwelling Demand by Type, 2024-2054, Tasman urban environment

It is significant to note that the above dwelling demand by type (attached and detached) is only in respect of new dwellings built. This does not address the existing mismatch between supply and demand of different dwelling types, shown in table 5 above.

4.4.1 Holiday Homes

The 2018 Census found approximately 14% of private dwellings were unoccupied in Tasman District, which includes dwellings where the residents are temporarily away (7%), as well as empty dwellings (7%). These may be empty for a number of reasons, such as being a second home, a holiday home, worker accommodation, or a rental dwelling awaiting refurbishment. Using the methodology described in section 3.6, there is projected demand for a significant proportion of houses which are not occupied permanently in the following towns, all of which are outside the Tasman urban environment: St Arnaud (70%), Kaiteriteri (60%), Mārahau (20%), and Pōhara/Ligar/Tata (50%). Given the locations, these are most likely to be holiday homes.

The towns in the Tasman urban environment generally provide for permanent residents.

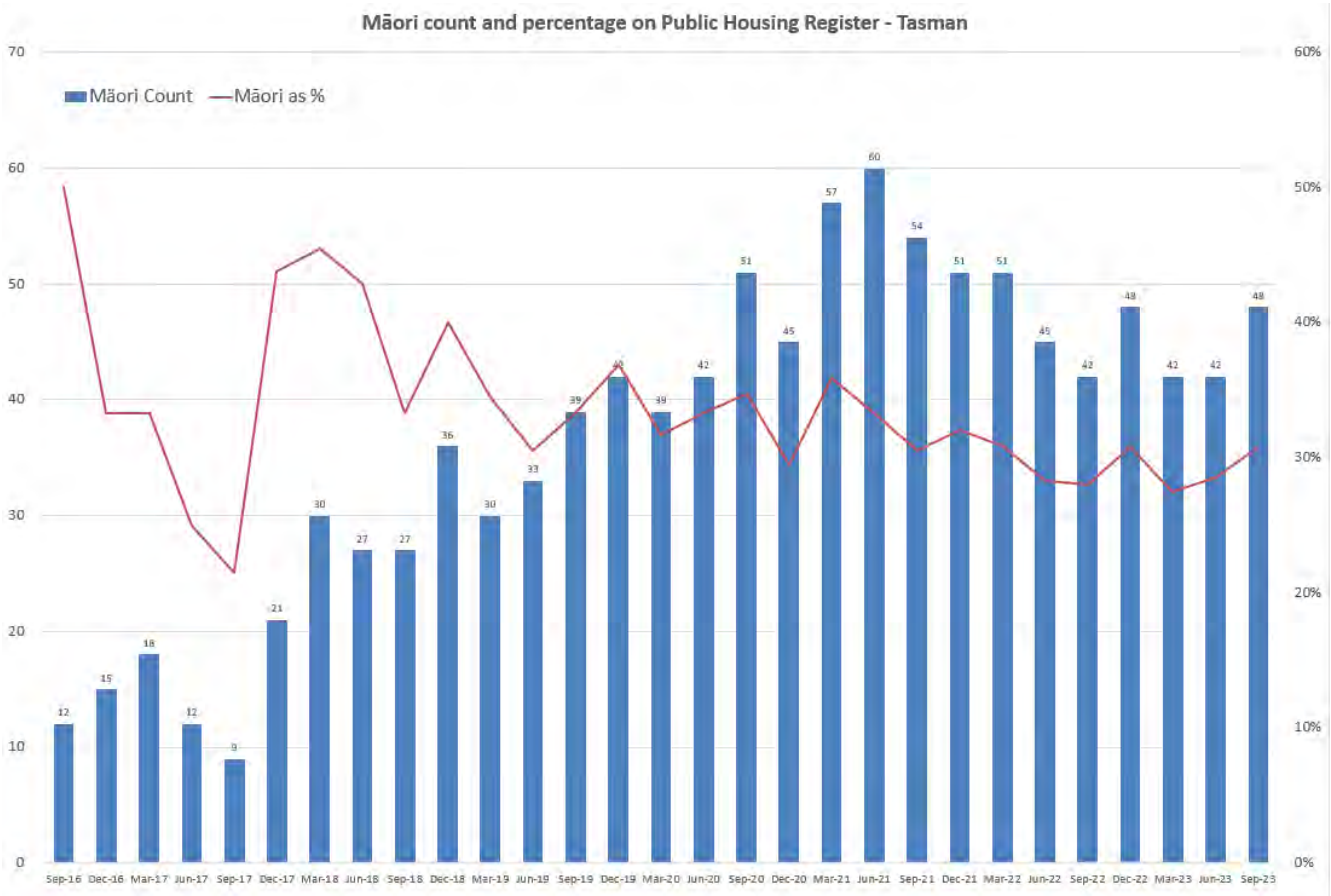
4.5 Demand for Dwellings by Different Household Groups

Implementation clause 3.23 of the NPS UD requires HBAs to assess current and likely future demands for housing by Māori, older people, renters, homeowners, low income households, visitors and seasonal workers.

4.5.1 Māori

The Ministry of Social Development reported that between 2016-2023, the percentage of Māori on the Tasman public housing register, as a proportion of total applicants, has varied from 21-50% and currently sits at 31%. This is compared with only 8% of the total Tasman population identifying as Māori in 2018.

Figure 11 Percentage of Māori on Tasman Public Housing Register 2016-2023



Māori housing demand data

- Nelson Tasman Housing Trust reported that in 2023 20% of its tenants identified as Māori, when proportions of Māori in the population are 8% and 10% in Tasman and Nelson respectively. This has been the case since at least 2021
- Greatest concentration of Māori residents in Tasman is in Motueka, where 15% of the population identify as Māori (compared with 8% for the total Tasman population as at 2018).
- In Tasman, 29% of its total Māori population live rurally, 26% live in Motueka and 23% live in Richmond, both towns within the urban environment.
- Tasman's Māori population is projected to increase by 67% between 2023 and 2043, from 5,800 (10% of the population) to 9,700 (13%), according to the high scenario[1] of Stats NZ 2018-base ethnic projections
- According to bespoke data for Tasman from Stats NZ (based on the 2018 census):
    - on average Māori households are larger, with an average household size of 3 compared to 2.5 for all households
    - 16% of Māori households have five or more usual residents, compared with 9% of all households in Tasman
    - 48% of Māori households are families with children and 5% are multi-family households (these rates are higher than the general Tasman population, 36% and 2% respectively)
    - Despite having larger households Māori are slightly more likely to live in smaller homes than the general population, with 25% of Māori living in homes with one or two bedrooms compared with 22% for non-Māori in Tasman. However, this may be the result of a poor range of options for Māori due to affordability.

This data illustrates that it is particularly important for Motueka and Richmond to have housing options that meets the needs of Māori residents.

During preparation of the issues and options paper for Tasman's new Resource Management Plan – work on which has been paused due to the RMA reform - ngā iwi voiced concerns that the provision for papakāinga is too limited and complicated by complex land tenure requirements, restricting the ability of papakāinga to be built in the Tasman District. Outside of the Papakāinga Zone, the papakāinga rules are limited to Māori Land as defined in the Te Ture Whenua Māori Act 1993, which only relates to approximately 17 limited sites across the District.

In April 2023 during a hui, Te Tauihu iwi explained to policy officers that residential areas for kaumatua and rangitahi were needed, as well as a new Marae and opportunities for papakāinga in Richmond. These will be explored as part of the new resource management plan, once certainty over the latest RMA reform is provided by the new Government.

The FDS 2022-2052 was prepared in collaboration with Te Tauihu iwi and hapū. Figure 12 below shows the statement of iwi and hapū values and aspirations for urban development included in the FDS.

Figure 12 Statement of Iwi and hapū values and aspirations for urban development, FDS 2022-2052



These values and aspirations were drafted by Ngāti Apa ki te Rā Tō, Te Ātiawa o Te Waka-a-Māui, Te Rūnanga o Ngāti Rārua, Ngāti Tama, Rangitāne o Wairau and Manawhenua ki Mohua (MKM). MKM is an iwi mandated entity representing Ngāti Tama, Ngāti Rārua and Te Ātiawa within the area defined as Mohua (Golden Bay catchment) and Kahurangi National Park area. Whanau from Te Awhina Marae and Onetahua Marae also contributed and the drafts were circulated to ngā iwi for contributions. These iwi and hapū values and aspirations will continue to be implemented by both the Council and various stakeholders through ongoing engagement on all structure plans, spatial plans and plan changes for urban development. Further details are provided in the FDS implementation plan 2023. Future Development Strategy 2022 - 2052 | Tasman District Council.

4.5.2 Homeowners

Home ownership proportions in Tasman have been one of the highest nationally since 2006. The 2018 census showed that dwellings owned or held in a family trust had increased slightly from 75% to 75.6% from the 2013 census, despite affordability worsening overall. Affordability for homeowners has been covered in the introductory section of this HBA.

Tenure of households for occupied private dwellings in Tasman	2006 (%)	2013 (%)	2018 (%)
Dwelling owned or partly owned	62.7	58.6	61.2
Dwelling held in a family trust	13.1	16.4	14.4
Dwelling not owned and not held in a family trust	24.2	25.0	24.4

Table 7: Tenure of households for occupied private dwellings in Tasman 2006-2018

The 2021 Housing Preferences Survey showed locational preference (income constrained): 13% of respondents living in the Tasman urban environment would like to live in Nelson. Richmond is the most popular location of choice, with 32% of respondents choosing this location (very similar for unconstrained and income constrained). The largest mismatch is observed in Motueka where 26% respondents would live in this location if they could but, given financial constraints, this drops to 11%.

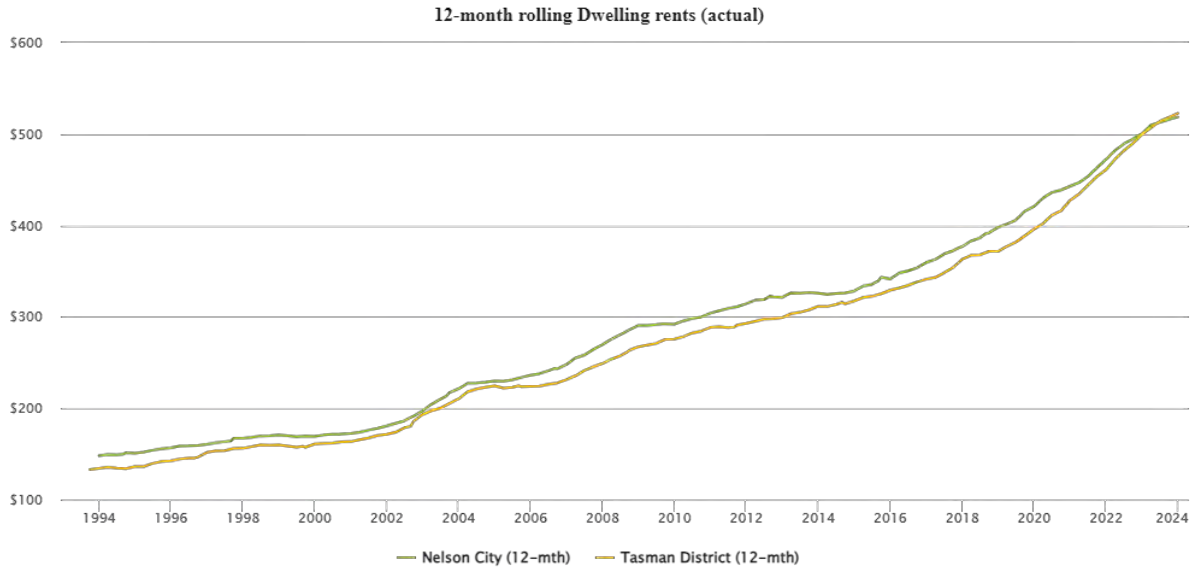
Conversely the income constrained demand in Tasman Rural and Waimea plains is higher than the unconstrained demand. These are therefore locations that people choose less often when unrestrained by their financial situation. The findings indicate that some of the urban demand may be driven to these more rural areas of Tasman, given they are constrained in terms of their first choices by affordability issues. The results show that respondents trade off location for price rather than choosing a different typology in the same location for a lesser cost.

4.5.3 Renters

Based on table 7 above, the proportion of the community renting is approximately 25%.

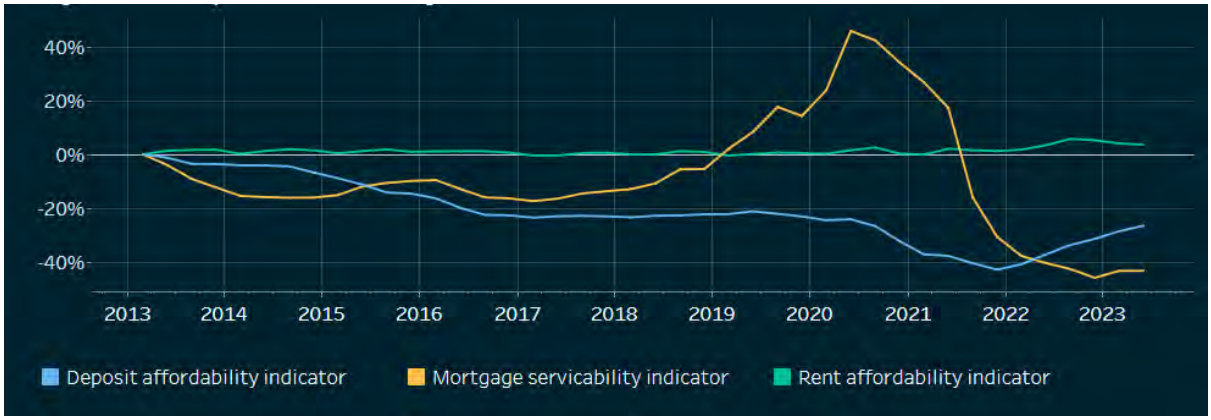
Data from MHUD provided in figure 13 shows a continuing rise in average rents in Nelson and Tasman. In June 2023, the average weekly rent in Nelson was $513, up 5% compared with a year ago, and 33% higher than five years ago. The average rent in Tasman was $514, up 7% and 40% respectively.

Figure 13 Twelve month rolling dwelling rents 1994-2024



MHUD also measures rental affordability – the changes in rental prices for new tenancies with the growth in median household disposable income. For Tasman these have been relatively constant since 2013. (The higher the index the more affordable the rental prices are.)

Figure 14 Rental affordability (MHUD) in Tasman 2013-2023



The Housing Preferences Survey 2021 provides some data about housing preferences of renters. Those survey respondents that could not afford to purchase a house in the Nelson Tasman urban environment were asked about preferences for renting. The most important factor for renters in choosing where to live, is location. The location was ranked as most important by 46% of rental respondents – almost twice as high as the next factor which was house type. Least important in renters' choice is the dwelling's value.

Feature Set	Most Important	>>>>>>>>>	>>>>>>>>>	Least Important
Dwelling features	27	34	41	18
Dwelling value	13	12	22	74
House type	30	49	32	13
Location	59	25	24	13
Total Responses	129	120	119	118

Table 8: Rental Respondents level of importance for decision factors on housing choice

This result from the Housing Preferences Survey 2021 underlines the importance of providing housing in the right location to meet demand in the District. The Salvation Army's 'State of our Communities' 2023 report finds that home ownership has declined in Motueka, suggesting a higher proportion are now renting, but that rent affordability is 40-42% of household income.

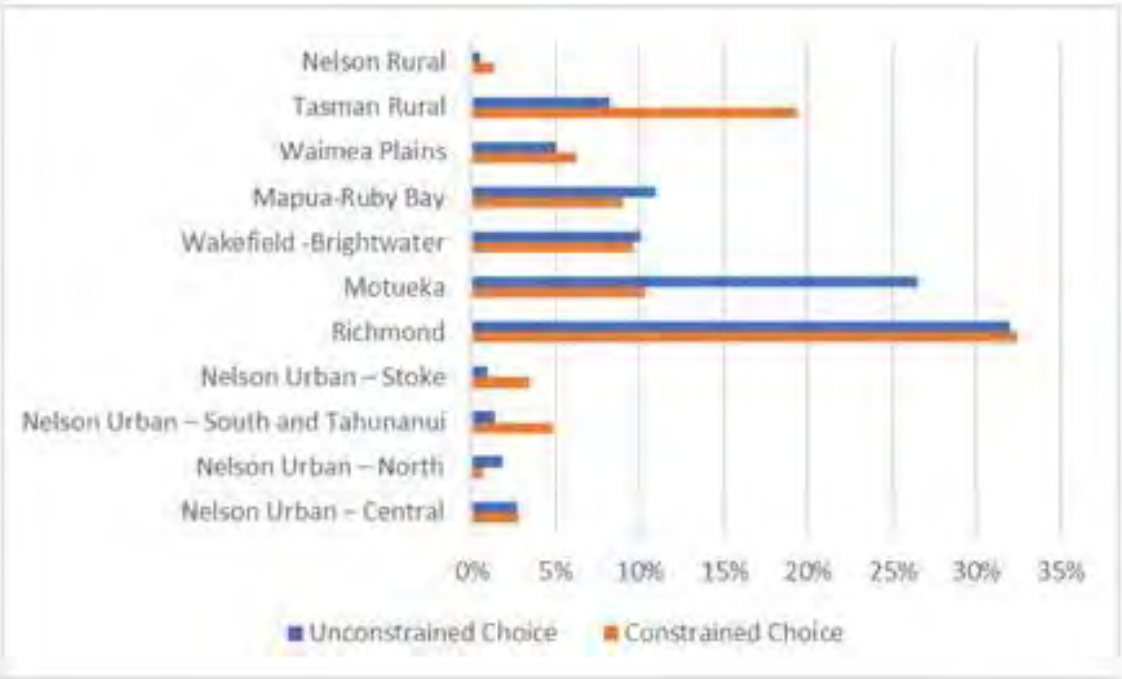
4.5.4 Low Income Households

Council owns 101 houses for older people in various locations, including within the urban environment. These units are available for NZ residents or citizens, over 55, receiving Superannuation and in receipt of a supported living payment. Total assets including cash investments must not exceed $50,000. These units are very popular and there is a large waiting list for Richmond alone of 95 people in 2023. There are also substantial waiting lists for Motueka and Tākaka. These are the only dwellings that Council owns.

As at June 2023, there were 282 eligible applicants for social housing in Nelson and 141 in Tasman. However, a survey by Nelson Tasman Housing Trust (Jan-June 2023) illustrated further demand for affordable housing, finding that a further 696 households between Jan-June 2023 were in need of affordable housing but did not meet the public housing register's criteria. The survey has been conducted since 2018 and has seen affordable housing need numbers rise 70% over that 5 year period in Nelson Tasman. There has been an increase in the number of people wintering over at Tāhunanui holiday park and an increase in the number of permanent residents at the Queen Street holiday park. A number of holiday parks have place restrictions on the number of days a visitor can stay, commonly 50-days and during Summer months length of stay is often more restrictive.

According to the Housing Preferences Survey, out of the 600 Nelson Tasman urban environment residents' sample, 34% of respondents could not afford to buy a dwelling. Only 5% of these could afford a rental. The remaining 28% could not afford to buy or rent. This illustrates the known affordability problem. Motueka was the town where highest numbers of people wanted to live but could not afford to as shown below in figure 15. The Housing Preferences Survey illustrated that people are being pushed out to cheaper rural locations e.g. Waimea Plains and Tasman rural when income constrained choices are made. This shows a mismatch between demand and affordability in Tasman.

Figure 15 Locational preferences of Tasman urban environment residents



According to a survey by Nelson Regional Development Agency in 2022, average household incomes are 22% below the NZ average. For those still in the workforce average annual earnings in Nelson-Tasman are 14% lower than the national average in 2022. Nelson Tasman average wage earnings are the lowest in NZ, contributing to the poor housing affordability in the region.

4.5.4.1 Golden Bay and Motueka housing affordability

Low income and housing affordability is an issue across most of the District, but Motueka and Golden Bay have the highest proportion of households on relatively low incomes and a greater need for affordable housing options. According to the 2018 census, median household incomes are as follows:

	Median household income	% of all households with a household income less than $70,000
Richmond	$70,000	50%
Brightwater	$81,000	40%
Wakefield	$76,700	43%
Māpua	$77,400	42%
Motueka	$51,000	62%
Tākaka, Golden Bay	$46,500	65%

Table 9: Median household incomes in Tasman District (2018)

A private survey undertaken by Mohua (Golden Bay) Affordable Housing Project in 2020 found [17] of the 104 responses, 62% have household wealth of $60,000 or less, which is similar to the Census data above. 30% stated their maximum house purchase price as $350-400,000 and 26% as $400,000-$500,000. Only 7% of the respondents could afford more than $500,000.

[17] Golden Bay/Mohua Affordable Housing Project - Housing Survey Results (mygbhousing.info)

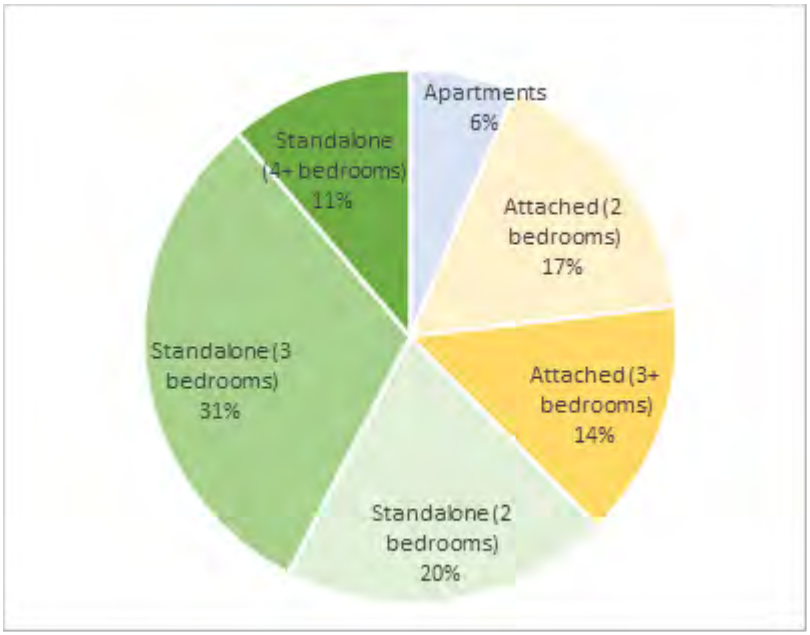
The Salvation Army's 'State of our Communities' 2023 report includes a survey of 396 participants from the local community and it found the key challenge in Motueka is around housing affordability but also availability, affecting low and middle income households. 59% of respondents cited availability of affordable housing as the primary challenge, including rental properties and a growing problem of homelessness. The dire situation is exemplified by families resorting to living in cars.

4.5.5 Older People

Under the medium population projection scenario, the highest growth continues to be in the 65+ age group, which is projected to increase by 50% between 2023 and 2053. For the whole Tasman District and for the Tasman urban environment the proportion of 65+ is projected to increase from 23% to 28% by 2034.

According to the Housing Preferences Survey 2021, the majority (62%) of older residents in Nelson/Tasman prefer standalone dwellings, with 20% wanting standalone dwellings with two bedrooms and 31% wanting three bedrooms. However, a significant proportion also prefer attached dwellings (31%) and a further 6% prefer apartments and these would generally be smaller dwellings.

Figure 16: Housing Preferences for Nelson Tasman older people living in the urban environment



TDC also conducted research in 2018 on housing issues for older people, as part of developing Council's Age-Friendly Policy. This included feedback from over 180 groups and individuals. The main findings in terms of housing were:

- Increasing demand for smaller houses
- Demand for affordable rental properties
- An increasing demand for safe, warm, low-maintenance and accessible housing which is close to town centres, public transport, health and other services
- A general preference to 'age in place' in the same community, with some level of independence rather than in residential care.

According to data from the Retirement Villages Association[18], 10% of Tasman's 75+ population live in a retirement village, with 471 units across six villages. The population aged 75+ is projected to double to 12,000 by 2053. Assuming that 10% continue to prefer living in retirement villages, the doubling of the 75+ population indicates that another 471 retirement village units may be needed over the next 30 years. Currently there are 291 more units in development.

4.5.6 Seasonal Workers

TDC undertook a survey of 39 Tasman growers in March 2021. It received a 74% response rate to the survey with 29 companies responding, representing the wide range of produce grown in Tasman. Key trends in the responses are highlighted below:

Responses from Survey of Growers in Tasman 2021

- 38% of employers own accommodation to house seasonal workers and 35% of employers rent or lease properties to house workers, so ownership of property and renting property is fairly even split
- Only five companies own purpose built accommodation (the type encouraged by Government for employers using the Recognised Seasonal Employer (RSE) scheme)
- Eight companies own existing residential houses bought on the open market to house workers. This may be off site or on site and may have been built or bought by the grower. This is the most common type of worker accommodation
- A significant 72% of respondents (20 companies) require additional accommodation in the future for seasonal workers and this indication is given during the Covid 19 climate
- A significant number (10 companies) want purpose built on-site worker accommodation
- Six companies specifically want on site communal type accommodation with an ablution block and rooms leading to it
- A maximum of 632 additional beds are required from the 20 companies that responded in the survey, most companies (16) want up to 40 beds each
- 70% of these companies requiring further accommodation have as yet only identified the need. Six companies are progressing plans for future accommodation (30%) and two have building consent. Two companies have also started construction
- Discussions with the ex-chair of Apples and Pears NZ and the chair of the Nelson growers governance group revealed that there are about 5,500 seasonal workers in Tasman in a given season. About 1,700 of these are RSE workers and 3,800 are backpackers or local residents. Approximately half of these wish to freedom camp, leaving 1,900 workers per season who may need rental accommodation.
- The future demand for types of seasonal worker accommodation is:
  - Purpose built facilities on site for RSE workers
  - "Camp ground" facilities (eg kitchen, ablution block) for Kiwi and European backpackers who want seasonal work and to freedom camp on the orchard. Some Richmond orchards make this group find their own accommodation e.g. at Tahuna motor camp or motels but this becomes harder in areas like Motueka, Riuwaka where such facilities don't exist
  - Rented accommodation for permanent seasonal workers (locals) – season now lasting 10-11 months in Tasman

[18] Presentation to Tasman Positive Ageing Forum, 5 September 2023

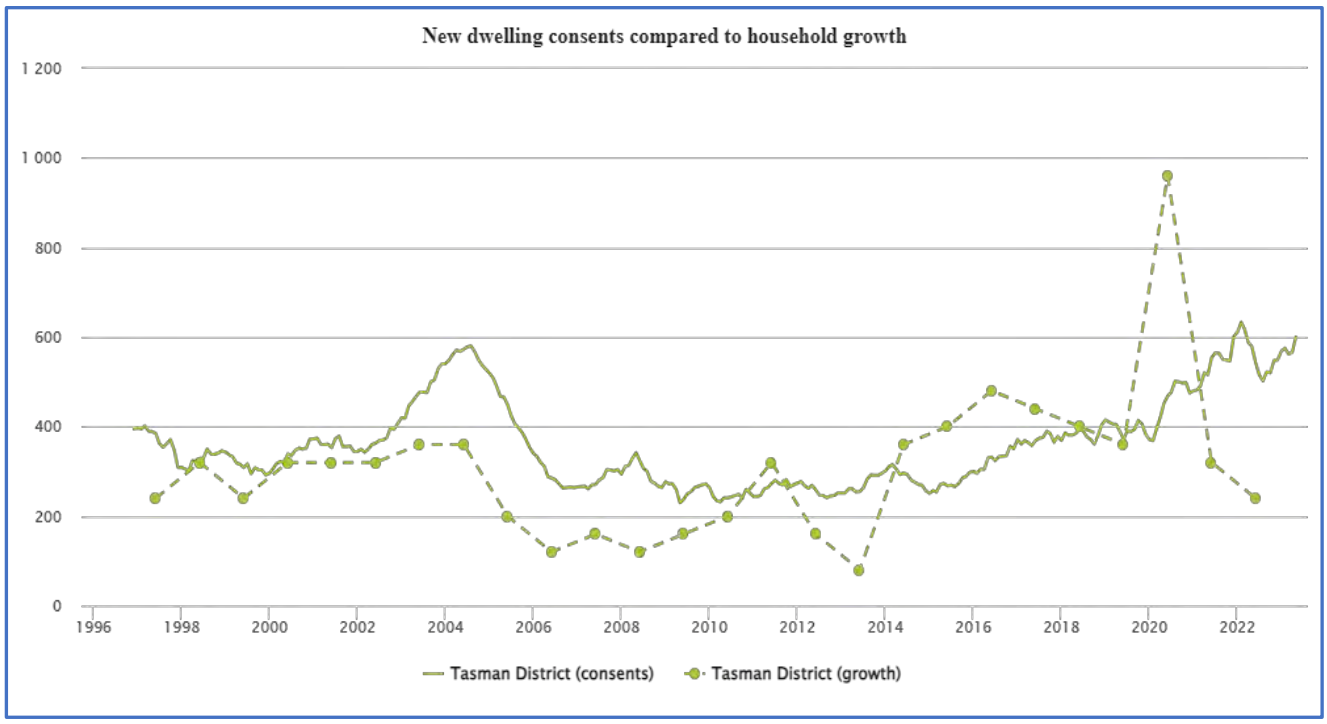
Tasman's growth model includes dwelling demand for seasonal workers who usually reside in Tasman, hence some capacity is provided. The growth model assumes that the proportion of workers' accommodation will stay the same, but this does not take into account unmet demand or growth in the horticultural industry for example.

4.6 Unmet Demand

Council acknowledges that there is unmet latent, or residual demand in some parts of the District. Figure 17 shows MHUD data for Tasman District which compares trends in housing supply (the solid line) with housing demand (the dotted line). Housing supply uses data on consented new dwellings. Housing demand is based on household growth, using data on population growth and household size.

Between 2014 and 2021, this indicates that theoretically Tasman housing supply was less than demand between 2014 and 2021 but appears to have caught up in 2021 and 2022.

Figure 17: Unmet demand: new dwellings consents compared with household growth (Source: MHUD)



The same methodology can be used to compare trends in housing demand and housing supply for different parts of the District. This shows that the five Tasman towns in the urban environment have had enough new housing to meet population growth. However, data for the Golden Bay and Lakes-Murchison Wards indicates that housing supply has not kept up with demand, with a shortfall of approximately 90 dwellings between 2020 and 2022.

4.7 Consultation on Housing

The growth model projections and infrastructure strategy are components of the LTP 2024-2034. Early engagement on the LTP took place in April and May 2023 and full details of the engagement exercise can be found here: Tasman's 10-Year Plan | Shape Tasman. Growth and future development was a key theme in the feedback. In general, there was an acceptance of growth but a

desire from some for higher levels of intensification (rather than greenfield growth) and a strong feeling in several towns to retain their special character. Richmond was an exception to this where the wish was to improve the central area to activate it and bring it to life by encouraging more people to live in close proximity. These aspirations are being reflected in the spatial plan currently being prepared "Richmond on the Rise".

The need for a range of housing types was highlighted in the feedback and for the Council to take a stronger role in working with others to develop projects enabling the provision of more affordable homes.

Since the 2021 HBA, the FDS 2022-2052 has been prepared and adopted and that involved the consultation of a very large number of developers, infrastructure providers and people experienced in the development industry. The technical report for the FDS details the consultation at section 5.0: Future Development Strategy 2022 - 2052 | Tasman District Council, but in summary:

- Approximately 40 developers were contacted during preparation of the FDS and a large number made a submission
- A large number of surveyors and planning consultants made submissions on behalf of clients

Outside of the FDS process other relevant meetings with the development sector and infrastructure providers have included:

- Public meeting with landowners in Lower Moutere July 2021 concerning the former FDS site
- Meetings with Habitat for Humanity, Mohua Affordable Housing Project and Nelson Tasman Housing working group in 2022/23
- Hui with Te Kotahi o Te Tau Ihu in August 2021 to discuss papakāinga provisions in the Resource Management Plan
- Te Tauihu iwi were invited to a hui in April 2023 to discuss housing. Ngāti Tama and Ngāti Apa attended
- Hui with Whakarewa trust iwi entity in November 2023 (formerly Ngāti Rārua Atiawa Iwi Trust)
- Several meetings with landowners for forthcoming housing plan changes during 2022-2023
- Meetings with stakeholders for the FDS implementation plan 2023, including:
    - Ministry of Education
    - Kāinga Ora
    - Ministry of Housing and Urban Development
    - Waka Kotahi
    - Te Whatu Ora
    - Nelson Bays Primary Health
    - Transpower
    - Network Tasman
    - Nelson Regional Development Agency
    - Nelson Regional Sewerage Business Unit
- Discussions with the chair of the Nelson growers' governance group

5. Residential Capacity

Council can provide sufficient development capacity (realistically expected to be realised) to meet demand including the additional margin for the Tasman urban environment overall in the short term (Years 1-3) and in the long term (Years 11-30). However, there is insufficient capacity towards the end of the medium term (Years 4-10).

In the urban environment towns, there are individual deficits over these time periods. Motueka, Brightwater and Māpua have insufficient capacity in the short term, which is offset by extra capacity in Richmond. Motueka, Brightwater and Wakefield have insufficient capacity in the medium term, some of which can be provided for in Richmond, but not all, resulting in insufficient capacity overall. In the long term, there is a shortfall in Motueka, provided for in Richmond and Māpua.

The sequencing of development capacity informs the growth-related capital expenditure in the LTP 2024-2034 and the Infrastructure Strategy. Planning and infrastructure for growth is being addressed through several significant Council projects, including the Waimea Plains Water and Wastewater Plan, the Māpua Masterplan, the Richmond Spatial Plan and various plan changes.

There is insufficient capacity for attached dwellings in the Tasman urban environment in the short, medium and long terms for most urban environment towns. Plan change 81 will implement FDS sites and will seek to enable more attached dwellings. Good uptake of intensification in Richmond has demonstrated demand for smaller, denser dwellings.

Across the rest of Tasman District, Moutere has enough capacity to meet demand in the short and medium term but insufficient capacity to meet demand in the long term, based on previous rates of development. Golden Bay and Lakes-Murchison wards both have enough capacity overall to meet demand, although there are capacity constraints in Tākaka and Murchison until infrastructure upgrades are completed in the medium term.

The greatest concentration of Māori residents in Tasman is in Motueka, followed by Richmond. While Council is constrained in its ability to provide housing land capacity in Motueka, Richmond is an easier location to provide housing capacity. Methods outside of the District Plan are contained within the LTP to support papakāinga developments.

Low incomes and housing affordability is an issue across the District, particularly for Motueka and Golden Bay. Infrastructure upgrades for Motueka West are now partially complete, enabling 200 medium density leasehold dwellings. There are several examples of affordable housing projects by Community Housing Providers and Kāinga Ora.

Additional seasonal worker accommodation is needed in the Motueka area where campground/backpacker facilities are smaller and fewer, with a significant number recently being purchased by growers for seasonal worker accommodation. Since the last HBA, there have been at least nine resource consents for worker accommodation in the District with a further two current applications. The Council proposes plan change 81 in 2024 will provide a less prescriptive definition of seasonal worker accommodation.

5.1 Introduction

5.1.1 Methodology for reasonably expected to be realised capacity

The requirements of the HBA under the NPS UD are provided in Table 10 below:

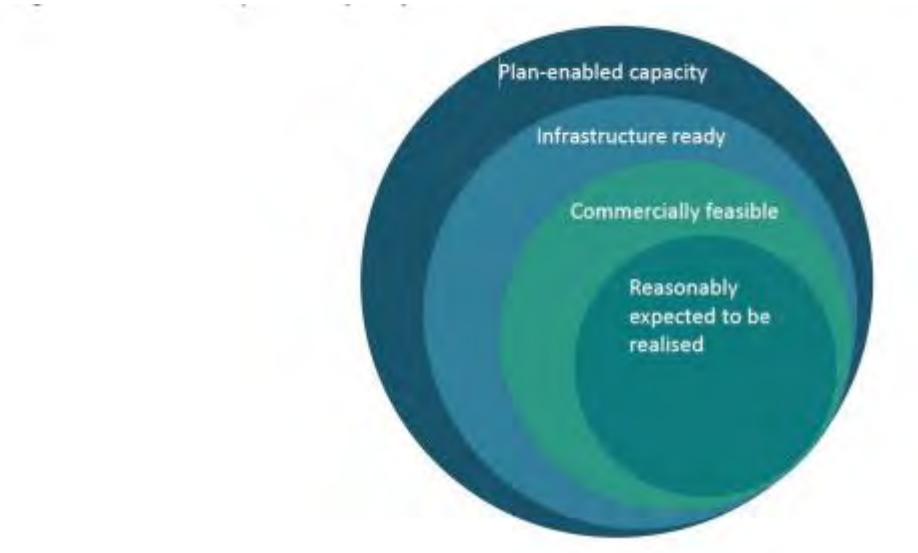
Time frame	Plan enabling and infrastructure ready requirements for Tier 2
Short term (1-3 years)	Zoned for housing or business use in an operative district plan and there is adequate existing development infrastructure
Medium term (4-10 years)	Zoned for housing or business use in an operative or proposed district plan and there is adequate existing development infrastructure, or funding for adequate infrastructure is identified in an LTP
Long term (11-30 years)	Zoned for housing or business use in an operative or proposed district plan, or on land identified for future urban use or urban intensification in an FDS. There is adequate existing development infrastructure, or funding for adequate infrastructure is identified in an LTP or the infrastructure is identified in the Infrastructure Strategy

Table 10: Implementation clause 3.4 of the NPS UD

In addition to the above requirements, HBAs must quantify over the short, medium and long term the housing capacity that is 'reasonably expected to be realised' to try and provide a more realistic supply of development capacity (implementation clause 3.25 1(c) NPS UD).

The NPS UD requires housing land capacity to be 'reasonably expected to be realised', recognising that not all commercially feasible land will be developed, for example due to landowners' changing preferences. Figure 18 below illustrates that there can be an array of plan enabled, infrastructure ready and commercially feasible land, but only some of that is reasonably expected to be realised.

Figure 18 Guidance on Housing and Business Development Capacity Assessments under the NPS UD, Ministry for Environment



The amount of development land capacity reasonably expected to be realised across the District, for both residential and business development, is based on the following information and assumptions in Council's growth model:

- an initial assessment of developability of large areas of the District, taking into account factors such as hazard risk, productive land value, ability to service, and settlement form
- geo-spatial data on developable land area, including terrain, topography, wetlands and waterbodies, overland flow paths, and existing buildings
- excluding land available for development that is required for other uses, such as stormwater infrastructure, roads, community facilities or open space
- consideration of adopted future sites in the FDS 2022-2052
- current and future zoning and density, including typical lot size
- recent building consents, subdivision consents and applications, and gazetted Special Housing Areas
- development engineers' and consents staff's knowledge of timing of forthcoming development proposals together with landowner and developer interest
- the location and timing of proposed infrastructure capital works in the LTP 2024-2034, including the Infrastructure Strategy.

Table 11 below shows the plan-enabled, infrastructure-ready, and reasonably-expected-to be realised development capacity for the five towns in Tasman's urban environment, for the short, medium and long term as required under clause 3.25 (1) (c) of NPS UD. It also compares this capacity to the demand (including the competitiveness margin) for new dwellings. The NPS-UD requires Council to provide an additional margin of feasible development capacity in the urban environment which is 20% above the projected demand for the next ten years, and 15% above the demand projected for the next 11 to 30 years.

5.2 Urban Environment Sufficient Capacity

5.2.1 Sufficiency of housing land capacity (reasonably expected to be realised)

Council can provide sufficient development capacity (reasonably expected to be realised) to meet demand (plus the additional margin) for the Tasman urban environment overall in the short term (Years 1-3) and in the long term (Years 11-30). However, there is insufficient capacity towards the end of the medium term (Years 4-10). Table 11 below illustrates this, showing the cumulative development capacity by town, taking into account the surplus/deficit from previous periods.

Section 5.3.2 identifies how much of this capacity is plan-enabled and section 5.4 identifies how much is plan-enabled and infrastructure-ready.

Location	**Short Term Years 1-3**				**Medium Term Years 4-10**				
	Demand	Demand Plus 20%	Development Capacity	Surplus or Shortfall	Demand	Demand Plus 20%	Additional Development Capacity	Cumulative Development Capacity (adjusted for any surplus/shortfall in Years 1-3)	Surplus or Shortfall
Motueka	196	238	134	-104	446	535	191	87	-448
Māpua / Ruby Bay	57	68	44	-24	135	162	204	180	+18
Richmond	296	355	637	+282	856	1027	975	1,257	+230
Brightwater	66	79	69	-10	176	211	132	122	-89
Wakefield	68	82	126	+44	180	216	99	143	-73
Tasman urban environment	**685**	**822**	**1,010**	**+188**	**1,793**	**2,151**	**1,601**	**1,789**	**-362**
	Sufficient Capacity in Short Term overall				**Insufficient Capacity in Medium Term overall**				

Table 11: Demand, demand plus NPS margin, and cumulative development capacity by town, short and medium term, Tasman urban environment

In the short term, there are individual town shortfalls for Motueka, Brightwater and Māpua but these are provided for in Richmond. This is permitted under the NPS UD (implementation clause 3.27 (1)). The shortfall in Brightwater and Māpua is due to insufficient infrastructure in time. A masterplan is currently being prepared for Māpua and once complete (late 2024) a plan change will be proposed to rezone land residential. Motueka is constrained by low-lying land, natural hazards and highly productive land, meaning significant additional residential zoning is not possible.

In the medium term, there are shortfalls in Motueka, Brightwater and Wakefield, some of which can be provided for in Richmond, but not all. Hence insufficient capacity exists overall. Further capacity can be realised in Brightwater and Wakefield once the Waimea Plains Water and Wastewater Plan is complete, from year 10. Motueka's constraints are explained above.

Location	**Long Term Years 11-30**				
	Demand	Demand Plus 15%	Additional Development Capacity	Cumulative Development Capacity (adjusted any surplus/shortfall in Years 4-10)	Surplus or Shortfall
Motueka	1,093	1,257	901	453	-804
Māpua / Ruby Bay	352	404	834	852	+448
Richmond	2,156	2,480	2,769	3,000	+520
Brightwater	592	681	783	694	+13
Wakefield	573	659	746	673	+14
Tasman Urban Environment	**4,766**	**5,481**	**6,033**	**5,671**	**+190**
	Sufficient Capacity in Long Term overall				

Table 12: Demand, demand plus NPS margin, and cumulative development capacity by town, long term, Tasman urban environment

In the long term, there is again a shortfall in Motueka, provided for in Richmond and Māpua. The sequencing of development capacity informs the growth related capital expenditure in the LTP 2024-2034 and the Infrastructure Strategy.

5.2.2 Housing land capacity (reasonably expected to be realised) by type of dwelling

In accordance with implementation clause 3.25 (2) of the NPS UD, development capacity is set out by location, by type of dwelling – attached and detached.

Location	Attached Dwellings		Detached Dwellings	
Short Term Years 1-3				
	Demand (including margin)	**Capacity**	**Demand (including margin)**	**Capacity**
Motueka	69	10	169	124
Māpua/Ruby Bay	20	0	48	44
Richmond	103	98	252	539
Brightwater	23	0	56	69
Wakefield	24	20	58	106
Tasman urban environment	238	128	584	882
Medium Term Years 4-10				
	Demand (including margin)	Capacity	Demand (including margin)	Capacity
Motueka	155	47	380	144
Māpua/Ruby Bay	47	0	115	204
Richmond	298	351	729	624
Brightwater	61	10	150	122
Wakefield	63	29	153	70
Tasman urban environment	624	437	1527	1,164
Long Term Years 11-30				
	Demand (including margin)	Capacity	Demand (including margin)	Capacity
Motueka	365	200	892	701
Māpua/Ruby Bay	117	0	287	834
Richmond	719	800	1761	1,969
Brightwater	197	82	484	701
Wakefield	191	70	468	676
Tasman urban environment	1589	1,152	3892	4,881

Table 13 housing land capacity by type of dwelling – red text indicates cumulative deficit

There is insufficient capacity for attached dwellings in the Tasman urban environment in the short, medium and long terms for all the urban environment towns, except for Richmond in the medium and long term. The shortfall of attached dwellings is 735 such dwellings over the 30 years (295 in the first ten years). The forthcoming plan change 81 referred to on page 54, which will implement the FDS sites, is intended to enable as many attached dwellings as is commercially feasible. The proposed rules will require a minimum percentage of the lots to have for example, an average area of 360 sq m with a minimum of 270 sq m and a maximum of 450 sq m. The remaining lots will have a specified minimum area also.

Demand by dwelling type is based on the Housing Preferences Survey 2021, which showed 71% of residents in the Tasman urban environment preferred detached dwellings, and 29% preferred attached dwellings. These proportions have been applied to the overall future dwelling demand by location.

Capacity for attached dwellings is based on estimates for locations with existing intensive residential rules in the TRMP (Richmond Intensive Development Area (RIDA)), or with FDS intensification sites (Richmond, Motueka, Brightwater and Wakefield), where plan changes are proposed. This is likely to be conservative as other existing rules in the TRMP allow for attached dwellings, but a choice exists in these zones and therefore the number of attached dwellings is too difficult to quantify.

5.2.3 Comparison with Plan enabled and infrastructure ready housing land capacity

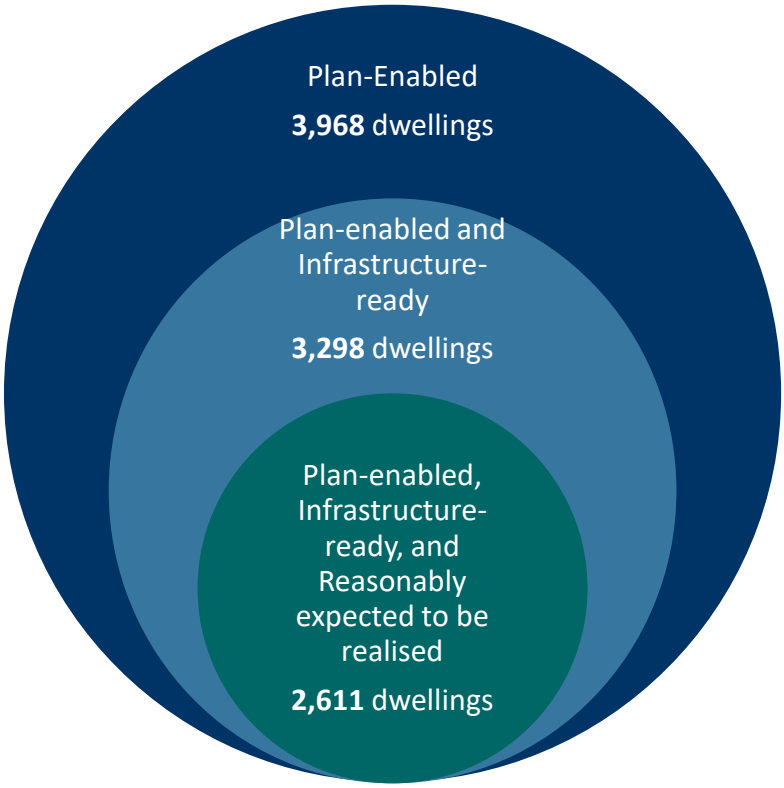
In the short and medium term, the Tasman urban environment has plan-enabled and infrastructure-ready capacity for approximately 3,300 new dwellings. However, for the same timeframe, only 2,600 of this capacity is reasonably expected to be realised. This is mainly due to the following factors and assumptions:

- Some infrastructure projects in the LTP and rezoning of deferred zoned land is planned for years 2-10, meaning the capacity for new dwellings will not be realised until after year 10
- Staging of greenfield developments mean some capacity is not expected to be realised until after year 10
- Medium term leasehold land in Motueka West which will be rezoned and serviced but not expected to be developed in the 10 year period
- Assumed intensification uptake rates are conservative in the short term
- Lack of landowner interest in development of some existing zoned and serviced land, often having lived on the property for a long period of time.

Figure 19 below shows the medium term (years 1-10) comparison of the (i) plan enabled, (ii) plan enabled and infrastructure ready and (iii) plan enabled, infrastructure ready and reasonably expected to be realised housing land capacity.

By the long term (years 11-30) all the feasible housing land capacity will be zoned, serviced and able to be developed. The difference exists in the medium term as there is capacity that is not likely to be developed by year 10.

Figure 19: Plan-enabled, Infrastructure-ready, and reasonably expected to be realised development capacity, medium term (2024-2034), Tasman urban environment.



5.3 Plan-enabled Capacity

5.3.1 Use of the deferred zone in Tasman's Resource Management Plan

In estimating the plan enabled housing land capacity, land zoned deferred for residential has been included. In a Q & A document provided by MfE on 14th September 2021, the Ministry clarified that implementation clause 3.4(2) of the NPS UD on plan enabled capacity, complements deferred zones. This is "*provided the planned release/up-zoning of the deferred zones coincides with the timing of the capacity assessments for the HBA. For example, if a deferred zone is planned to have all the conditions in place to be up-zoned in 10 years, this can be considered as plan-enabled for the long term. This applies only for the long term, as short term requires the zoning to be in an operative district plan 3.4(1)(a), and medium term requires zoning to be in an operative or proposed district plan 3.4(1)(a).)"*

Deferred zoned land in the Tasman Resource Management Plan (TRMP) that is included in the capacity for this HBA can be serviced within 10 years and the infrastructure is budgeted for in the LTP 2024-2034. To date, land zoned deferred has been uplifted very easily in Tasman. When Council has provided the infrastructure or signed an agreement with a developer to provide the infrastructure, under the Local Government Act, Council's Strategy and Policy Committee passes a resolution to uplift the zone. The TRMP is updated to show the zone change and landowners are informed.

However, following identification of shortcomings with this process in 2023, work has commenced on Plan Change 79 to amend the deferred zone mechanism. This plan change was released for engagement in May 202. Essentially the plan change proposes keeping the current method but removing changing the zone of the land by a Council Committee resolution. Instead, there would be trigger conditions in the TRMP as well as timing and details of servicing.

5.3.2 Plan enabled capacity

5.3.2.1 Plan enabled capacity by town and typology

While it is the reasonably expected to be realised capacity that the NPS UD ultimately seeks, it also requires the HBA to set out (i) the plan enabled capacity and (ii) the plan enabled and infrastructure ready capacity by attached and detached dwellings. The Tasman urban environment has plan enabled capacity for 3,968 dwellings in Years 1-10 and a further 4, 676 dwellings between Years 10-30, which table 14 shows below.

Location	Attached Dwellings	Detached Dwellings	Total
Short Term Years 1-3			
Motueka	57	310	367
Māpua/Ruby Bay	0	207	207
Richmond	888	1,095	1,983
Brightwater	40	119	159
Wakefield	24	310	334
Tasman urban environment	**1,009**	**2,041**	**3,050**
Medium Term Years 4-10			
Motueka	0	310	310
Māpua/Ruby Bay	0	100	100
Richmond	161	215	376
Brightwater	0	107	107
Wakefield	25	0	25
Tasman urban environment	**186**	**732**	**918**
Long Term Years 11-30			
Motueka	200	349	549
Māpua/Ruby Bay	0	775	775
Richmond	200	1,822	2,022
Brightwater	52	666	718
Wakefield	70	542	612
Tasman urban environment	**522**	**4,154**	**4,676**

Table 14: Plan-enabled capacity by town and typology, Tasman urban environment

The attached dwelling numbers (intensification) shown above relate only to uptake of the intensive residential rules in the TRMP, which currently exist for Richmond, and for the FDS intensification sites in Motueka, Brightwater and Wakefield in the future, when plan changes are proposed. However, this is a conservative estimate as other medium density rules are already operative in

parts of the urban environment, including the compact and comprehensive residential rules, which have enabled attached dwellings e.g. in Richmond. These rules are not included in the attached dwelling estimates, due to the difficulty of ascertaining which rules a developer may use and the resultant density of housing. Further details are provided in Appendix 4 on the range of residential density rule options available in Tasman.

5.3.2.2 Attached dwelling capacity by town

The towns within the urban environment where intensive housing capacity for attached dwellings exists as shown in Table 14 above, are as follows:

- Brightwater –comprehensive rules can be used now for medium density. A plan change is proposed in 2024 for intensive development (medium density) in the Ellis Street and Lord Rutherford Road North area – the area forms an adopted site in the FDS 2022-2052. Small amounts of intensification would be able to occur in the short term, but significant intensification will need to wait until the Waimea Plains Water and Wastewater Plan is complete which will take 10 years
- Māpua/Ruby Bay – In the Māpua Development Area and Māpua Special Development Area, compact and comprehensive housing rules can be used now to provide more intensive forms of housing. In the Seaton Valley area where FDS proposes intensification of existing rural residential to medium density residential, this will be proposed for rezoning late 2024, pending the outcome of a Māpua masterplan currently being prepared
- Motueka – Motueka West is being proposed for medium density housing in a current plan change, notified December 2023 Motueka West Plan Change | Tasman District Council. The landowner/developer is also prioritising this site for development, having received Infrastructure Acceleration Funding (IAF). 200 dwellings are proposed and the IAF Housing Outcome Agreement entered into with the developer includes a commitment to provide at least 200 leasehold lots between 2024 and 2029
- Richmond – Richmond has an existing operational intensification area for medium density housing which is being redeveloped. New additional areas are proposed for intensification in the FDS as well as increasing the densities of existing intensification areas. A spatial plan is currently being prepared for Richmond, ("Richmond on the Rise") to be adopted early 2024 followed by a plan change
- Wakefield - comprehensive rules can be used now for medium density. Small amounts of intensification would be able to occur in the short term, but significant intensification will need to wait until the Waimea Plains Water and Wastewater Plan is complete which will take 10 years. Therefore, no intensification is assumed until then and only small amounts thereafter.

5.3.2.3 Recent and proposed Housing Plan Changes

There have been a number of residential plan changes undertaken recently:

- Plan Change 75 to the TRMP – Brightwater (rezoning FDS site T-05, Wanderers Avenue) – operative August 2023
- Plan change 78 to the TRMP – St Arnaud (rezoning FDS site T-195, Massey Street) – operative March 2023
- Plan Change 77 to the TRMP – Murchison (rezoning FDS sites T-20 (Hotham Street), T-37 (Fairfax Street), T-146 (the Holiday Park), T-154 (Mangles Valley Road), T-155 (Land opposite

702 Mangles Valley Road), T-156 (40 Matiri Valley) and T-175 (Kawatiri-Murchison Highway) – operative August 2023

There are also plan changes currently underway:

- Plan Change 76 to the TRMP – Wakefield (rezoning FDS site T-107, 177 Edward Street) – notified September 2022
- Plan Change 80 to the TRMP – Motueka West (rezoning FDS site T-190) – notified December 2023

Work has paused on a replacement Resource Management Plan given the ongoing uncertainty around the RMA reform with the new Government. Instead, work has commenced on Plan Change 81 in 2024 for the following towns within and outside the urban environment. These will release housing land capacity and a pre notification draft is anticipated by the end of 2024:

In the Tasman urban environment

- Māpua – Seaton Valley (pending the outcome of the Māpua masterplan) FDS sites T-11, T33, T42
- Richmond – central intensification FDS sites T-22, T-23, T-112, T-178
- Richmond – Berryfields FDS site T-115
- Wakefield intensification FDS sites T-29, T-30
- Wakefield greenfield sites – FDS site – T-194
- Brightwater – Katania Heights FDS site T-104
- Brightwater intensification – FDS sites T-002 and T-103
- Brightwater FDS site T-198 rural residential
- Motueka – apartments potentially with commercial ground floor FDS site T-206

Outside the urban environment

- Moutere (near Mytton Heights) FDS sites T-17, T-213, T-205
- St Arnaud FDS sites T-181, T-219
- Tākaka business FDS site T-145 and T-182
- Tākaka residential site T-139
- Murchison business FDS sites T-148 and T-150

5.4 Plan-enabled and Infrastructure-ready Capacity

5.4.1 Plan enabled and Infrastructure-ready capacity by town and typology

The Tasman urban environment has plan-enabled and infrastructure-ready capacity for 3,298 dwellings in Years 1-10 and a further 5,346 dwellings between Years 11-30.

Compared with capacity which is plan-enabled only, there is significant plan-enabled capacity for intensification in Richmond (RIDA) which needs further infrastructure projects to enable the maximum capacity.

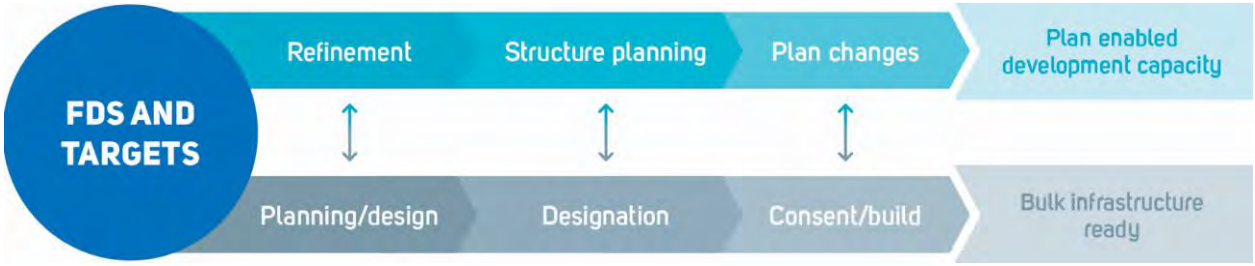
Location	Attached Dwellings	Detached Dwellings	Total
Short Term Years 1-3			
Motueka	57	310	367
Māpua/Ruby Bay	0	207	207
Richmond	98	981	1,079
Brightwater	40	119	159
Wakefield	24	240	264
Tasman urban environment	**219**	**1,857**	**2,076**
Medium Term Years 4-10			
Motueka	0	310	310
Māpua/Ruby Bay	0	100	100
Richmond	351	329	680
Brightwater	0	107	107
Wakefield	25	0	25
Tasman urban environment	**376**	**846**	**1,222**
Long Term Years 11-30			
Motueka	200	349	549
Māpua/Ruby Bay	0	775	775
Richmond	800	1822	2622
Brightwater	52	666	718
Wakefield	70	612	682
Tasman urban environment	**1122**	**4224**	**5346**

Table 15: Plan-enabled and Infrastructure-ready Capacity by Town, Tasman urban environment

5.4.2 Infrastructure required for housing land capacity

The FDS implementation plan 2023 Future Development Strategy 2022 - 2052 | Tasman District Council illustrates the integrated planning approach between planning, infrastructure provision and funding decisions. The figure below shows the relationship:

Figure 20 An integrated planning approach



(Source: NPS UDC – Responsive Planning – Guide on producing a Future Development Strategy Dec 2017 (page 24))

The FDS implementation plan 2023 also identifies the connection between transport infrastructure and housing land capacity with the Councils' transport plans.

Figure 21 FDS implementation plan – relationship between FDS and Council's transport plans

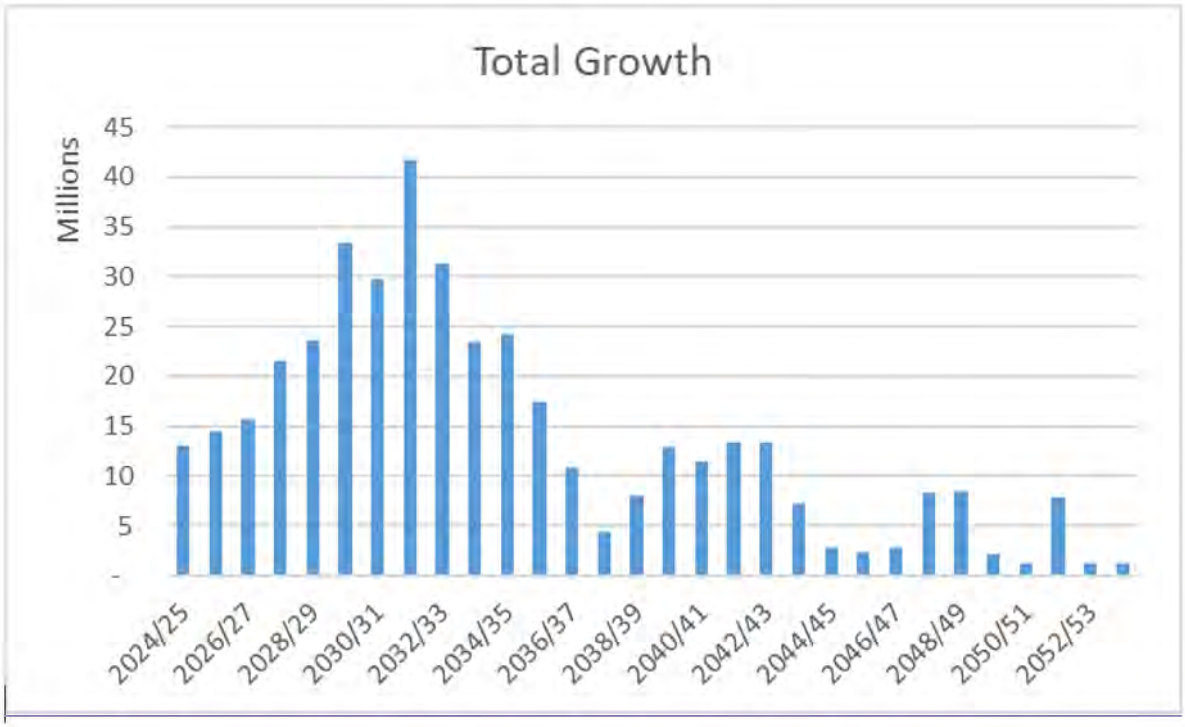


5.4.3 LTP 2024-2034 and Infrastructure Strategy

The uncertainty over the three waters reform has complicated the infrastructure assessment for this HBA, as well as the LTP programme. The previous legislation required the Council to exclude three waters from its LTP from 1 July 2026. The new Government's 100-day action plan has since repealed this legislation. Consequently, and on advice from the Auditor General, Council prepared its LTP on the basis of the best information available at the time and assumed that delivery of three waters activities will remain with Council. An Infrastructure Strategy covering 30 years has also been prepared, which recognizes that providing infrastructure to meet growth demands is a priority for the Council.

Council has infrastructure upgrades planned in Richmond, Motueka, Brightwater, Wakefield and Māpua (all of Tasman's urban environment), to provide capacity for future homes and businesses. Of the 11,700 homes to be built in Tasman over the next 30 years, 60% will need to connect to Council's infrastructure. Council plans to enable growth in Tasman by investing $409 million in growth related infrastructure over the next 30 years.

Figure 22 Total growth expenditure for infrastructure 2024-2054



5.4.4 Capex Development infrastructure in the LTP

Much of the Capex for development infrastructure is focused around the Waimea basin. Due to the large capex forecast there will be a significant rise in Development Contributions required, rising from a maximum of $31,556 per household unit of demand in 2021 (Waimea), to $54,146 in the LTP 2024-2034.

Major water infrastructure projects in the LTP 2024-2034 include:

- the growth of Richmond South
- enabling growth in Motueka West
- the Waimea Plains Water and Wastewater Plan (Wakefield and Brightwater to Hope). The Waimea Plan will enable increased capacity and the transfer of water between different towns, enabling Council to better balance supply and demand. It involves the construction of new bores, pump stations, reticulation and a water treatment plant.

Major wastewater infrastructure projects in the LTP 2024-2034 include:

- Waimea Plains Water and Wastewater Plan (as above)
- Relocation of Motueka wastewater treatment plant inland (preferred site yet to be identified) (year 7)
- Tākaka wastewater treatment plant (commencing within 10 years)
- Nelson Regional Sewerage Business Unit capital works
- Richmond South new reticulation
- New pump stations and rising mains in Richmond South, Motueka West, Jeffries Road growth area (Brightwater)

- Low pressure pump systems in intensification areas (pump outside of peak times and store wastewater for limited time periods, delaying need to upgrade main pipes as early)

The two new wastewater treatment plants are very large projects for Council and other capex projects are front loaded in the LTP in order to create space in latter years for these treatment plants.

Provision of more dwellings in Tasman causes surface water run-off to increase as well as the volume of stormwater to collect and discharge.

Major stormwater infrastructure projects in the LTP 2024-2034 include:

- Borck Creek extension/Richmond South programme (86% of total stormwater activity capex)
- Seaton Valley Māpua integrated stormwater solution
- Motueka West (1st stage) - new stormwater network outlet to Woodlands Drain
- FDS growth projects including capacity upgrades for intensification in Richmond, Brightwater, Wakefield

Developers are required to provide adequate detention and treatment of stormwater generated from new developments, with Council typically not required to provide significant infrastructure to enable development; the major projects noted above are required to provide new development areas with an adequate discharge pathway where none currently exists. In intensification areas where stormwater capacity is limited, on site detention can be used for stormwater.

Major transport projects in the LTP 2024-2034 include:

- Construction of the Hope bypass to address traffic congestion through Richmond - The Hope bypass is Tasman's number 1 project in the 2024-2027 Nelson Tasman Regional Land Transport Plan, with investigations starting in the 2024/25 financial year, and construction in 2027/28, and lasting 3 years (funded by Central Government)
- Planned intersection and road upgrades
- Extended Richmond bus timetable in 2026 and increased bus frequency in 2029
- Extended Motueka and Wakefield bus timetable (weekdays) in 2027 and full week extended service from 2030
- Continuing programme of cycleway networks including investigations for Seaton Valley road, Māpua

The growth predicted affects the busiest roads especially State Highway 6, which are not in Council's ownership. The area of most concern is between Richmond aquatic centre (boundary of TDC) and Three Brothers corner (the intersection of SH6, SH60, Richmond South).

Between the proposed LTP and deliberations, there were some minor changes to the programming of some infrastructure projects above but the projects remain within the same year groups (i.e. years 1-3, 4-10).

5.4.5 Additional Council infrastructure

In the LTP, capex projects for reserves and community facility infrastructure include:

- Council's community housing - focused on roof replacement and interior refurbishment
- Parks and reserves – programme of renewals for toilets, playgrounds, park furniture and sportsfield renewals

- Development of new reserves and some land purchase
- Development of the new joint regional cemetery (land purchase 2024/25)
- New public swimming pool for Motueka (year 3)
- Waimea South community facilities (year 2-5) – new facility at Wakefield recreation reserve and an extended or upgraded facility at Brightwater Recreation reserve
- Tapawera community hub to provide for community meetings, workshops, office space and community health services (year 1-2)
- Murchison sport, recreation and cultural centre – extension to the existing facility improvement to recreation centre and cultural centre (year 5)

5.4.6 Additional stakeholder infrastructure

The FDS implementation plan Future Development Strategy 2022 - 2052 | Tasman District Council includes updates from a wide range of stakeholders who are planning for infrastructure to provide for growth in Tasman. They are all able to accommodate the growth predicted in Nelson and Tasman over the next 30 years.

5.5 Commercial Feasibility of housing land capacity

Implementation clause 3.2 (2) (c) and 3.26 of the NPS UD requires that the sufficient housing land capacity is feasible and reasonably expected to be realised.

5.5.1 Intensification (brownfield) Commercial Feasibility

In December 2018 Plan Change 66 became operative - a housing intensification plan change for Richmond, the largest town in Tasman. Figure 24 below shows where the intensive rules currently apply in Richmond:

Figure 24: Extent of Richmond Intensive Development Area (RIDA) in Richmond 2024



5.5.2 Land value to capital value ratio in RIDA

The 2021 HBA included analysis on the changes in land value (LV) to capital value (CV) ratio for all of Richmond between 2014-2021. In October 2023 a further revaluation occurred and an updated map was prepared in April 2024. The LV: CV map analysis is provided in Appendix 5. This analysis shows that while LV:CV changes have been gradual over time (2014-2024), the most noticeable changes are:

- The development of houses in Richmond West (area 20)
- LV:CVs have increased in all of Richmond but are more marked within RIDA (character areas 2, 2A, 3, 4 and 5)

At the time of Plan Change 66, it was generally thought that for intensification by redevelopment to occur the land should represent at least 70% of the value of the property (0.7 decimalised). A higher land to capital (asset) ratio can result where the land size is large, a high land value per square metre exists, or an older dwelling exists.

The 2021 HBA noted that QV reported "*consistent strong land sales within the Richmond intensive development area for sites which could be redeveloped into multi-unit type housing, where the original dwelling is demolished. The Plan Change became operative in 2018 and the potential for*

redevelopment due to the RIDA is apparent. Land values are increasing at significantly faster rates than capital values in RIDA and capital values have increased markedly in Richmond generally."

As QV has commented, the very introduction of the RIDA rules in parts of Richmond has pushed land values up markedly, where the section has potential for redevelopment for multi-unit housing.

The 2021 HBA looked at LV to CV ratios where intensification had been consented by redevelopment in RIDA. Surprisingly it found that intensification developments were being built even where the land represents just over 50% of the value of the property. Only two of the nine redevelopment consents had a LV:CV ratio of 0.7 or more. Similar assessments of more recent consents for redevelopment in RIDA are provided in table 16 below. All have been implemented except 142 Queen St.

Location	Land Value prior to resource consent ($)	Capital Value prior to resource consent ($)	Land Value to Capital Value ratio (decimalised)	Date of valuation
132 Queen Street	620,000	660,000	0.93	2020
29 Elizabeth Street	630,000	1,170,000	0.53	2020
21 & 64 Gladstone Road	550,000 480,000	630,000 590,000	0.87 0.81 (0.84 overall)	2020 2020
15 Lowry Street	380,000	400,000	0.95	2020
142 Queen Street	650,000	840,000	0.77	2020
171 Queen Street (developer is community housing provider)	730,000	1,150,000	0.63	2020

Table 16: RIDA consents 2021-2023

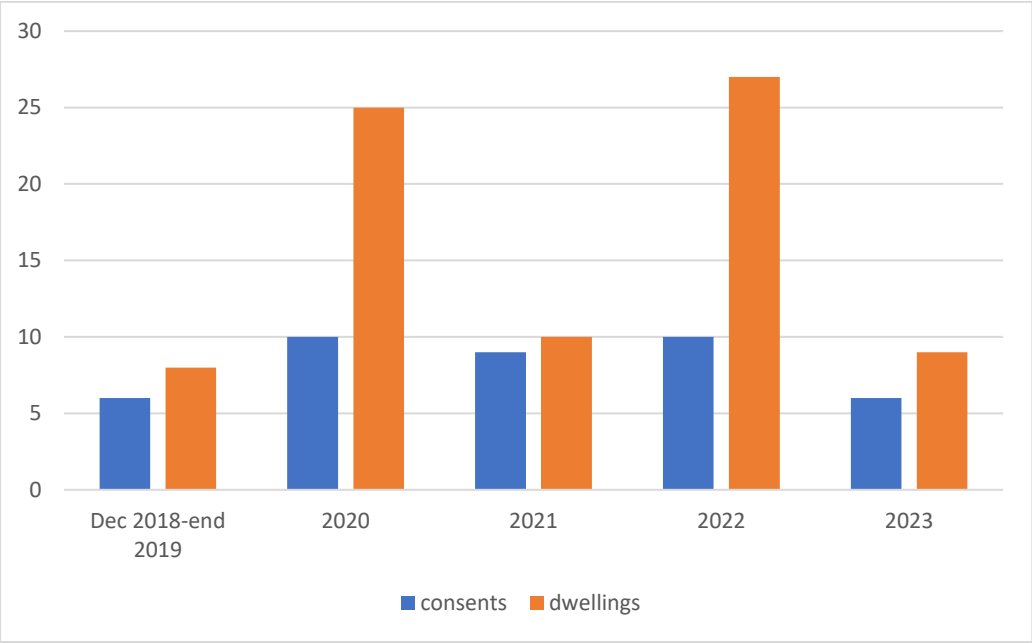
Of the six redevelopment consents in RIDA, four have a LV:CV ratio of 0.7 or higher. This is a greater proportion than for the developments 2018-2021 but too small a sample size to draw conclusions. However, it is the case that intensification by redevelopment is still occurring where the land represents less than 70% of the value of the property (0.7), with 53% as the minimum (0.53).

5.5.3 Type of intensification in RIDA 2018-2023

Intensification naturally started to occur within RIDA just before plan change 66 was operative in December 2018. However, RIDA has been monitored since December 2018 and there has been a net gain of 79 dwellings between December 2018 and December 2023. This shows the demand that exists for small medium density dwellings in Richmond. A map in Appendix 6 shows the location of the consents.

A mix of consents have been issued for both infill (where only one other dwelling is usually added) and redevelopment of the site (where the original house is removed and a number of medium density dwellings are built.) Figure 25 below shows both the number of resource consents granted for intensification in RIDA and the net increase in the number of dwellings yielded:

Figure 25: Number of resource consents granted for intensification in RIDA 2018-2023 and net dwelling yield



The average net dwelling yield from intensification in RIDA between 2018-2023 is 15.8 per annum. The yield for 2023 is lower than previous years, similar to 2019. This is likely to be due to the downturn in the economy and impact on the housing developer market. There are a further five current applications lodged in 2023, not yet determined, that would yield a net gain of 13 dwellings if consented.

Figure 26 below compares the intensification consents in RIDA, whether they were infill or redevelopment between 2018 and 2023.

Figure 26: Type of intensification in RIDA 2018-2023

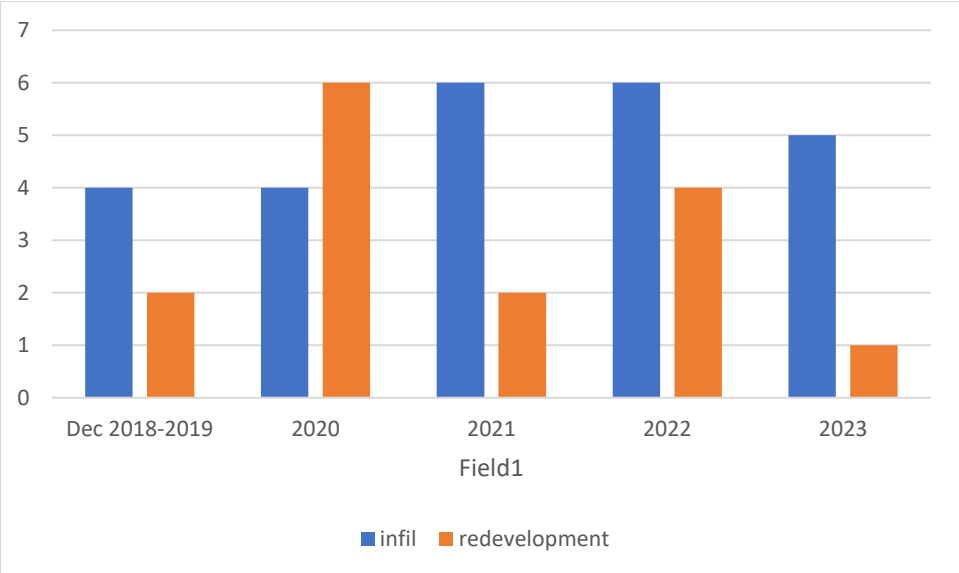


Figure 26 shows that infill accounts for a significant proportion of the intensification taking place in RIDA. 2020 and 2022 saw higher net gains in dwellings because there was more redevelopment of

sites. “Mum and Dad” developers are the vast majority of applicants, with over 70% of all 41 resource consents granted between 2018-2023 made by such applicants, where landowners are often seeking an additional dwelling on their land either for a child or an elderly relative. These usually take the form of infill developments for a second dwelling and are probably a symptom of an unaffordable housing market. Strong demand exists for second dwellings in Tasman according to recent discussions with a local developer. Other applicants in RIDA comprise real estate agents and private developers (both first time and more established), Kāinga Ora, Habitat for Humanity.

With the exception of developments by Kāinga Ora and Habitat for Humanity in RIDA, few of the intensive housing consents have delivered affordable housing.

5.5.4 Uptake of intensification in growth model

The 2022/23 review of Council’s growth model that has informed this HBA based the expected intensification capacity in Richmond on past take up. The net dwelling yield has been 15.8 per annum so far. The growth model has assumed a yield of between 12-19 dwellings per annum in Richmond’s intensification areas, which is likely to be conservative. The yields of the FDS intensification sites are based on the capacity methodology of the FDS, which was subject to much scrutiny during the hearings process. (See section 8 of the report - Agenda of Submissions Hearing - Tuesday, 31 May 2022 (infocouncil.biz)) and Supplementary information for FDS Subcommittee (tasman.govt.nz).

5.5.5 Greenfield Commercial Feasibility

Previous HBAs have used the NPS UDC development feasibility tool to test feasibility of greenfield sites. For this HBA a different methodology has been used. Reasons for not using the feasibility tool include:

- Difficulty in obtaining accurate cost data from developers due to its commercial sensitivity
- The feasibility tool does not reflect the banks’ practices for lending. Therefore, it is not likely to accurately reflect the feasibility at any given time
- During the growth model review, development engineers advice on a developer’s likelihood and timing of bringing sites forward, based on pre-application discussions (NPS UD Implementation clause 3.26 (3b))
- The adopted FDS sites, to be zoned, have largely been proposed by developers and landowners who intend to develop them. Commercial feasibility is again discussed with landowners and developers at the time of rezoning in relation to how the rules may affect their feasibility

According to *“Financiers and Developers: Interviews concerning their interests, relationships, and the residential development process,”* by Laurence Murphy, University of Auckland sponsored by National Science Challenge 2019, there is a strong relationship between the bank risk management practices and everyday developer practices. *“… much of the debate concerning new housing supply in New Zealand has centred on the external factors that have restricted supply. However, in contrast to this narrative, interviewees identified the inherent risks involved in residential development and the ways in which banks operationalise risk management strategies that shape everyday development practices*.” (page 8).

For one interviewee the conditional nature of the banks’ practices were effectively a test of the real feasibility of any development. He stated: *“They will certainly run the ruler over the initial*

feasibilities, but they get their protection through their conditions … because they'll require eighty or ninety, or in some cases one hundred percent pre-sales before the money actually flows out. And so that's the ultimate test of the feasibility".

Identifying and securing pre-sales is a costly and time consuming exercise for developers. The pre-sales model also favours developers staging their development by superlot, something becoming more common in Tasman. A superlot that you can build 30 homes on is easier to fund as it can be developed in chunks. Chunks of 5, only need three pre-sales and get the funding to go ahead. This shows that developers can derive benefits from piecemeal or small-scale development practices, effectively banking land, releasing it slowly, keeping house prices high.

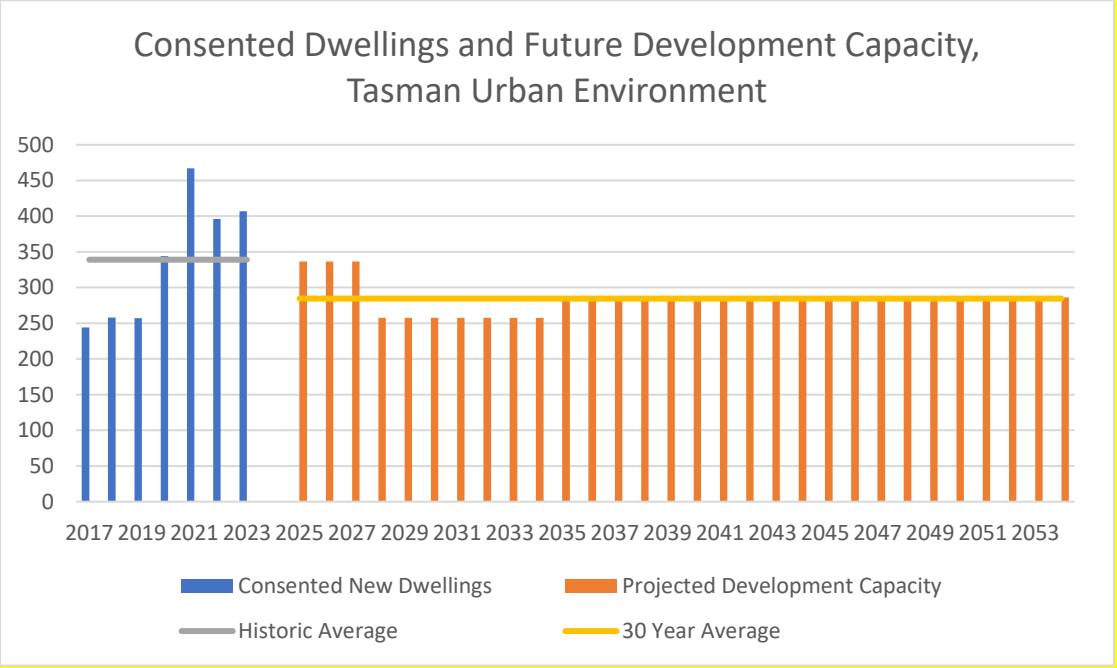
In accordance with implementation clause 3.26 (3) and (4) of the NPS UD, the following methodology has been used for commercial feasibility of greenfield housing -

- assess the number of dwellings that can reasonably be expected using building consents data on the number of sites and extent of allowed capacity that has been developed previously, for the short, medium and long term
- seek advice from the development sector about what factors affect the feasibility of development
- use information on developer's likely timescales and yields for individual sites and only these dwellings are used for the RER capacity

The use of building costs provided for building consent applications was considered but these are often underestimated as they can influence the fee payable.

Figure 27 and table 17 below shows the number of annual building consents 2016-2023 in the Tasman urban environment compared with the projected development capacity in the HBA (reasonably expected to be realised). The projected capacity is below the annual average of consented dwellings for the past four years and is therefore considered commercially feasible.

Figure 27: Annual building consents 2017-2023 and projected capacity in HBA for Tasman urban environment



	Consented Dwellings, Tasman urban environment 2016-2023 (annual average)	Development Capacity reasonably expected to be realised, 2024-2034 (annual average) in Tasman urban environment
Attached (Existing Urban)	64	62
Detached (Greenfield)	275	218
Total	339	280

Table 17 consented dwellings Tasman urban environment 2016-2023 and reasonably expected to be realised capacity 2024-2034

5.6 Residential Demand and Development Capacity – Rest of Tasman District

Appendix 7 sets out the requirements of the RMA in relation to sufficient capacity for Local Authorities such as Tasman, where part of the District falls within the urban environment and part outside. Under the RMA and NPS UD, while there is no obligation to provide sufficient development capacity in Tasman's rural areas, the HBA has assessed the housing and business land capacity.

Across the rest of the District:

- Moutere has enough capacity to meet demand in the short and medium term but insufficient capacity to meet demand in the long term. Development capacity from the large Rural 3 zone in this area is difficult to quantify but has been estimated based on previous rates of development
- The Golden Bay Ward overall has enough development capacity to meet demand. Capacity in Tākaka is slightly lower than demand in the short and medium terms, but a new wastewater treatment plant is planned to commence within 10 years
- The Lakes-Murchison Ward overall has enough development capacity to meet demand. Murchison may have a slight undersupply in the short term which will be addressed once infrastructure upgrades are completed in the medium term to enable development of the FDS sites in Hotham St and Fairfax St
- Development capacity in the Rural 1 and 2 zones in Moutere and Ward Remainder areas across Tasman (including Riwaka, Kaiteriteri and Marahau) is difficult to quantify but is assumed to be sufficient to meet demand. Capacity exists on vacant lots plus there is potential for second dwellings and subdivision. There are also several rural residential FDS sites in the Ward Remainder areas that will be rezoned, creating additional capacity

Location	Demand	Development Capacity	Demand	Cumulative Development Capacity
	Years 1-10 (2024-2034)		Years 11-30 (2034-2054)	
Moutere[19]	610	800	1290	1020 (830 + 190 surplus from Years 1-10)
	Moutere has enough capacity to meet demand in the short and medium term but is not projected to have enough in the long term. Most of the development capacity will be self-serviced. Development capacity from the large Rural 3 zones in this area is difficult to quantify as the rule framework is open to different densities but has been estimated based on previous rates of development.			
Golden Bay Ward (Tākaka, Collingwood, Pōhara/ Ligar/ Tata and Ward Remainder)	360	530	300	580 (410 + 170 surplus from Years 1-10)
	Golden Bay Ward overall has enough development capacity to meet demand for all time periods. In the short and medium term, capacity in Golden Bay towns is mostly from existing zoned and serviced vacant lots and from subdivisions already underway (Rototai Road Co-housing, Park Avenue and Richmond Road subdivisions). Development capacity in Tākaka is slightly lower than demand in the short and medium term due to waste water treatment plant constraints, but this can be met by extra capacity in the rest of Golden Bay. A new wastewater treatment plant is proposed to commence within 10 years. In the long term, sufficient development capacity will be provided in Golden Bay, from FDS sites in and around Tākaka and in Collingwood.			
Lakes-Murchison Ward (Murchison, St Arnaud, Tapawera and ward remainder)	180	260	120	270 (190 + 80 surplus from Years 1-10)
	The Lakes-Murchison Ward overall has enough development capacity to meet demand across all time periods. Murchison may have a slight undersupply in the short term which will be addressed once infrastructure upgrades are completed to enable development of the FDS sites in Hotham St and Fairfax St. Most of the development capacity in St Arnaud and Tapawera is from land which is already zoned and serviced. Tapawera has a small amount of additional long term capacity from the Main Road and Rata Avenue FDS sites.			
Rest of District (Ward remainder areas and small rural settlements such as Riwaka,	550	600	780	795

[19] This area is defined by the Stats NZ SA2 Areas of Moutere Hills and Lower Moutere

Location	Demand	Development Capacity	Demand	Cumulative Development Capacity
	Years 1-10 (2024-2034)		Years 11-30 (2034-2054)	
Kaiteriteri, Marahau)				
Subtotal for Rest of District	1,700	2,190	2,490	2,665 (2,175 + 490 surplus from Years 1-10)

Table 18: Residential demand and development capacity, rest of Tasman District 2024-2054

5.7 Housing Type/Choice/Location

The residential demand section 4.0 of this report examined demand by location and type of dwelling (attached or detached) and for certain groups, including Māori, homeowners, low income households, renters, seasonal workers and older persons. Above sections of this report have explained the extent to which Council is able to meet demand for housing by location, with Motueka being the most problematic area.

There is insufficient capacity for detached dwellings in the Tasman urban environment for the medium term only and this is due to insufficient infrastructure in time.

Section 4.4 illustrated that currently there is an undersupply of attached dwellings in Tasman, when compared to demand. Section 5.2.2 illustrated that over the next 30 years there is also insufficient capacity for attached dwellings in the Tasman urban environment in the short, medium and long terms. The shortfall of attached dwellings is 735 such dwellings over the 30 years (295 in the first ten years). In respect of this shortfall, the forthcoming plan changes referred to on page 54 will strive to enable as many attached dwellings as is commercially feasible. The proposed rules will require a minimum percentage of the lots to have for example an average area of 360 sq m with a minimum of 270 sq m and a maximum of 450 sq m. The remaining lots will have a specified minimum area also.

5.7.1 Different household groups

5.7.1.1 Māori

The eight iwi of Te Tauihu have collaborated on a number of initiatives recently including 'Te Kotahi o Te Tauihu Charitable Trust' which has aspirations for housing for Māori. The Council will look for opportunities to support and align with these aspirations. A hui was held with Te Kotahi o Te Tau Ihu in 2021 and feedback included that Māori Land as defined in the Te Ture Whenua Māori Act 1993 only relates to 17 limited sites across the Tasman District in Motueka and Golden Bay, many of which are on the coast.

Four iwi of Te Tauihu have created 'Ka Uruora' which is providing tools to support and empower whānau on their journey to secure housing opportunities through financial independence. Council will look for opportunities to align with and support these initiatives for affordable healthy homes in our community (e.g. supporting the current papakāinga development at Te Āwhina Marae and renovations at Onetahua Marae).

The existing rates remission policy has been updated, to meet the new legislative requirement to state how it supports the principles sets out in the preamble to Te Ture Whenua Māori Act 1993. Rates remissions are now available for developments on Marae, Māori freehold land or Māori customary land as defined in Te Ture Whenua Māori Act 1993 for not-for- profit social, cultural, ora (health) or educational centre developments or papakāinga.

Rates remission is also available for: Māori freehold land; Māori freehold land converted to general land by status order change pursuant to the Māori Affairs Amendment Act 1967; general land in collective Māori ownership; land transferred and held by a post settlement governance entity from the Crown as a result of a treaty settlement. The purpose of these remissions is to support Māori freehold land to be used in a manner that is determined by the landowners and to remove/reduce barriers that may stand in the way of achieving their aspirations for their whenua such as historic rates arrears.

The development contributions policy 2024 enables a remission for developments on Marae, on Māori freehold land or Māori customary land, as defined in Te Ture Whenua Māori Act 1993, for not for profit social, culture, ora, or educational centre developments and papakāinga.

The demand section of the HBA shows that there are more Māori both on the public housing register and Nelson Tasman housing Trust's tenancy list than the proportion of Tasman's population identifying as Māori. The greatest concentration of Māori residents in Tasman is in Motueka. However, Council is constrained in its ability to provide housing land capacity here due to natural hazards and low lying land, as well as the land being highly productive. A high proportion of Tasman's Māori population also live in Richmond and as shown by the sections above this is an easier location for Council to provide housing capacity. In fact, Richmond provides for partial shortfalls in other towns including Motueka.

During engagement with ngā iwi on resource management matters, Council learnt that provision for papakāinga is too limited in Tasman's resource management plan. In the Residential Zone of the TRMP, papakāinga development is enabled as a controlled activity however the land concerned must be Māori customary land, Māori freehold land, or general land owned by Māori, as defined in Section 129 of Te Ture Whenua Māori Act 1993 and the land must be vested in a Trust. The issues and options paper prepared for the new resource management plan concluded that it needs to be more enabling of locations where papakāinga is allowed. This will be progressed once there is more certainty around the changes to RMA legislation the current coalition government is intending.

Ngā iwi of Te Tauihu were involved in the preparation of the FDS 2022-2052. Council sought details of ngā iwi's housing proposals so that they could be assessed in the FDS as potential sites. A small number were adopted in the FDS. Consultation on future plan changes to rezone the FDS sites will again occur with ngā iwi (under s.3B of Schedule 1 of the RMA) and will check whether there are any new proposals by iwi in the relevant towns.

5.7.1.2 Low-income households

Low incomes and housing affordability is an issue across the District, but Motueka and Golden Bay have the highest proportion of households on relatively low incomes and a greater need for affordable housing options. As stated elsewhere, Council is constrained in its ability to provide significant housing capacity in Motueka. However, Council prioritised servicing of Motueka West for housing in its LTP 2021-2031 and this is now partially complete. Once this is complete it will enable 200 medium density leasehold dwellings proposed by Wakatū. It is hoped these will be more affordable since the occupants will lease the land (durations of 100-150 years), making the cost of dwellings cheaper.

In Golden Bay, further work is required but the Mohua affordable housing project has built five houses in Golden Bay since the last HBA, most for rent. They have resource consent for a further three dwellings.

During 2023, 32 homes have come on stream provided by Nelson Tasman Housing Trust, Kāinga Ora and Habitat for Humanity in Nelson and Richmond and more are in the pipeline. Council has assisted where it can with helping community housing providers (CHPs) with exemption from development contributions since 2021 for example. From 1 July 2024, Council will also offer partial rates remissions for CHPs and rating units that provide Papakāinga. Council continues to work with CHPs in offering Council owned land to assist with projects and dedicated resource consent advice.

Kāinga Ora currently owns 179 homes in Tasman District which house 426 people. Most of these are situated in Motueka. Kāinga Ora announced in October 2023 that it hopes to deliver 270 homes in Nelson and 35 homes in Tasman by 2026. However, of the 35 homes destined for Tasman, 22 homes are already built and occupied. The reason for the lower numbers in Tasman is apparently due to the historic lack of Kāinga Ora owned sites in the District that can be redeveloped at higher densities, compared with Nelson.

A business survey in August 2023 by the Nelson Regional Development Agency found that 25% (86 in no.) of businesses identified that improved employment, housing and social conditions are likely to have the biggest impact on their business in the coming year.

Council held another workshop on affordable housing in August 2022, forming part of the LTP 2024-2034 workstream. Council already undertakes much work related to trying to improve housing affordability including:

- Advocating to Central Government to enable Councils to require inclusionary zoning as part of the RMA reform package
- Providing guides on tiny homes and building intensification
- Providing a discount for small dwellings from development contributions
- Growth and capacity monitoring and planning required under the NPD-UD
- Investigating a place based partnership with Ministry of Housing and Urban Development
- Investigating an urban development entity to encourage intensification

The workshop considered a range of other financial and regulatory mechanisms to improve housing affordability. Workstreams proposed as a result of the workshop include:

- Plan Change to update rules for seasonal worker accommodation, to make the definition more fit for purpose

- Continue to assist Community Housing Providers by making land available for future development, including potential infill on Council's community housing sites
- Continue to advocate to Central Government to discourage developer covenants on subdivisions
- Consider creating a subdivision navigator role within Council.

While the FDS 2022-2052 seeks intensification to provide for nearly half of its capacity across the region, intensive dwellings so far (where market housing), are not affordable homes. They are often more expensive than less dense developments. For example:

- Corner of Oxford and Queen Street – three bedroom townhouses $1.29M (2022)
- 2/11 Florence Street – two bedroom townhouse $780K (2021)
- 15B Lowry Street offers over $799K (2023)

5.7.1.3 Renters

The Housing Preferences Survey 2021 showed that the most important factor in choosing where to live, is the location. The location was ranked as most important by 46% of rental respondents – twice as high as the next most important factors, house type (23%) and dwelling features (21%). This underlines the importance of Council providing zoned serviced residential land in all locations of the District and highlights the problem with e.g. Richmond providing for some of Motueka's capacity due to constraints there.

Council has considered measures to assist the rental market, mainly by assessing the impact of holidays homes on the permanent rental supply. Concepts include attaching covenants in consent notices that properties are not to be used for holiday homes or use of a targeted rate for holiday homeowners. However, monitoring and compliance issues have prevented such measures from being implemented.

The new Government proposes to change the bright-line property rule (which currently is 10 years for existing properties, 5 years for new properties), where if you sell a property you have owned for less than 5-10 years, you may have to pay income tax on any gain in the sale. The rule does not apply to properties acquired before 2015. The new Government proposes to reduce this period of ten years to two years (whether the house is old or new) and to restore interest deductability for rental properties. This may lead to more house purchases by investors in due course, (depending on changes in interest rates), which although potentially jeopardising first time buyers, may increase the rental supply.

5.7.1.4 Older people

TDC's research in 2018 on housing issues for older people, found increasing demand for smaller houses (consistent with the Housing Preferences Survey 2021) and demand for affordable rental properties. It also found a general preference to 'age in place' in the same community, with some level of independence rather than in residential care. This is consistent with previous consultations on Plan Changes and the FDS.

Plan Change 81, implementing FDS sites, will enable smaller home opportunities in all the Tasman urban environment. Council knows that a significant proportion of older people do not wish to live in retirement villages and is therefore proposing to enable smaller homes in its major towns.

For those older residents who do wish to live in a retirement village, there are currently 291 more units in development[20].

5.7.1.5 Visitors

In terms of housing type, demand for holiday homes is not significant within the urban environment but it is highly significant for parts of rural Tasman. According to 2018 census data, 62% of Pōhara, Ligar Bay, Tata Beach dwellings are unoccupied; 52% of dwellings in Marahau are unoccupied; 68% of dwellings in Kaiteriteri are unoccupied; and 76% of dwellings in St Arnaud are unoccupied. Tasman's growth model demand calculation includes holiday house demand, hence some capacity is provided for visitors.

There are also a number of campsites and caravan parks in the region. As evidenced in the survey by Nelson Tasman Housing Trust 2023, several campsites do either not allow permanent stayers, or limit the length of stay to 50 days over Summer at least. This is to prevent permanents and seasonal workers from monopolising the visitor accommodation. This in turn obviously has negative connotations for such household types.

Rental listings on Air bnb have been monitored for Tasman since 2018. Table 19 below shows that in late Summer around 1,000 active rentals is typical for Tasman and in Spring (September) 700-800 are typical:

	March 2018	Sept 2018	March 2019	Sept 2020	April 2021	Sept 2021	March 2022	Sept 2022	March 2023	Sept 2023
Entire Home	525	400	946	615	813	617	840	618	895	713
Private Room	311	209	314	132	209	140	170	123	162	90
Shared room	11	8	10	5	2	3	4	3	7	5
TOTAL ACTIVE RENTALS	847	617	1270	752	1024	760	1014	744	1064	822

Table 19: Air bnb listings Tasman 2018-2023

There are a number of other holiday home websites in existence for Tasman, that are not monitored, therefore this only represents a proportion of the holiday accommodation available. On Airbnb alone this is a significant number of dwellings that are available for visitors to Tasman. Conversely these properties are not available for long term rental for at least part of the year.

Section 3.6 of this HBA explains how Councils' growth model projects and seeks to provide for holiday home demand.

5.7.1.6 Seasonal worker accommodation

Central Government changed the rules in 2019 for Tasman, over the type of accommodation RSE employers can offer workers. RSE employers cannot rent a residential house they have not

[20] Presentation to Tasman Positive Ageing Forum, 5 September 2023

previously used as accommodation for RSE workers. The fact Council's survey shows so many respondents rent properties suggests either the house was included in an Agreement to Recruit (ATR) for the RSE worker approved before 26 September 2019, or the properties are used to house employees outside of the RSE scheme. Innovative methods used by growers to provide accommodation for seasonal workers include renting a block on another grower's site nearby, or use of motor camps and motels. However, the Labour Inspectorate checks accommodation for RSE workers to ensure it meets Immigration NZ's standards and the Government's healthy home standards. This can lead to sunset dates being imposed for use of certain accommodation that do not meet these standards e.g. some campsites.

Central Government's 2019 rules also mean that RSE employers must provide purpose-built accommodation as soon as they can, on the site of the employers, but they are still able to buy dwellings and convert them.

There have been a number of resource consents either granted or applied for/still being processed, since the last HBA, for worker accommodation including:

- Mariri - Wairepo Holdings Ltd relocation of a house needed for horticulture, coolstore and packhouse workers (RSE and NZ resident workers) - apples and peonies. The company had investigated the purchase of other rural properties close to their current orchard operations. However, a feasible off-site option that is also likely to meet with Council consenting requirements had not been secured for that purpose
- Wildman Road Motueka – Moutere Holdings Ltd for workers accommodation camp for 17 people, (RSE workers) involving relocatable dwellings – Orchard
- Main Road, Moutere – Moutere Holdings Ltd for workers accommodation (RSE workers) for up to 25 people using relocatable units - Orchard
- Dehra Doon Road, Riwaka – Heywood Orchards Ltd for three seasonal worker units
- Wangapeka Plan Road, Tapawera – Centurion Ltd for workers accommodation – hops
- Tutaki Road South (Mount Ella Station), Murchison – Freestyle South Ltd for four accommodation units – hops, to be NZ's largest hops garden
- Aniseed Valley Road, Hope – WPM Holdings Ltd for RSE replacement worker accommodation for up to 20 persons, previously lost due to a fire - orchard
- Lower Queen Street, Richmond; Redwood Rd Appleby; and Waimea West – Wai-West for workers accommodation, including for RSE workers, for up to 160 workers at three sites – apples, berryfruit and kiwi fruit
- Umukuri road, Riwaka – Brooklands Riwaka Ltd subdivision and land use consent for six dwellings for workers accommodation – horticulture
- Main Road, Riwaka – NZSF Rural Land Ltd for six accommodation blocks for workers accommodation (including RSE workers) for up to 300 people – horticulture
- Wairoa Gorge Road, Brightwater – MacKenzie for land use consent for a two room workers' accommodation unit

All the above proposals have been granted resource consent, except for the current applications by NZSF (lodged Sept 2023) and MacKenzie (lodged December 2023). While there may be individual issues with applications, the Council is enabling accommodation for seasonal workers.

None of the above applicants responded to the Council's survey in 2020 on accommodation needs. This shows the level of demand for accommodation in Tasman, in that these proposals are in addition to the anticipated demand by the growers that did take part in the survey. However, most

of the growers above are employing RSE workers and therefore are obliged to provide purpose-built accommodation on their land.

In 2019, Wakatū Incorporation purchased Fernwood holiday park in Motueka (Quayle Street) for use as horticultural seasonal worker accommodation, (primarily for RSE workers), for up to 125 persons. In 2020 resource consent was granted to allow additional buildings to be relocated onto the site. Wakatū made this purchase because providing purpose-built worker accommodation is expensive and apparently difficult to obtain resource consent for. This shows the pressures seasonal workers' accommodation is placing on tourist facilities as well as rental stock.

Other recent purchases of motels/backpackers and campgrounds for RSE worker accommodation in Motueka include:

- Abel Tasman motel, 45 High Street Motueka - now owned by Birdhurst
- Hat Trick Lodge backpackers, 25 Wallace Street Motueka – now owned by Fairfield Orchards
- Bakers Lodge backpackers, 4 Poole Street Motueka – now owned by Birdhurst
- The Park motel, 2 Avalon Court Motueka – now owned by Talleys for seasonal workers
- The Motueka Garden Motel at 71 King Edward Street in Motueka is currently on the market.

In addition a number of dwellings in Motueka have been purchased for seasonal worker accommodation.

Council is aware of the outdated nature of its rules on seasonal worker accommodation in the TRMP. The existing definition of workers' accommodation assumes a certain model of now outdated accommodation with the cooking facilities and bathrooms having to be separate from sleeping accommodation. This model excludes purpose-built facilities, where cooking and ablution facilities are provided in the same building as the bedrooms, which is sought after. The current definition also assumes facilities are provided on the site of the growing operation, whereas the trend now is for accommodation to be provided off-site which more than one grower can use. The existing definition means many resource consent applications currently fall to be considered as Restricted Discretionary applications. Officers are proposing a plan change with a less prescriptive, more enabling definition of seasonal worker accommodation, but also a policy that avoids subdivision of buildings that were previously established as workers accommodation. Provision of accommodation off site will also be enabled.

Another issue for seasonal worker accommodation is related to the new National Policy Statement on Highly Productive Land which now means that worker accommodation is potentially an inappropriate use where it is not supportive of the activities on the land. So, for accommodation off-site this could be an obstacle.

5.8 How Planning and Infrastructure Decisions impact the Competitiveness and Affordability of the Local Housing Market

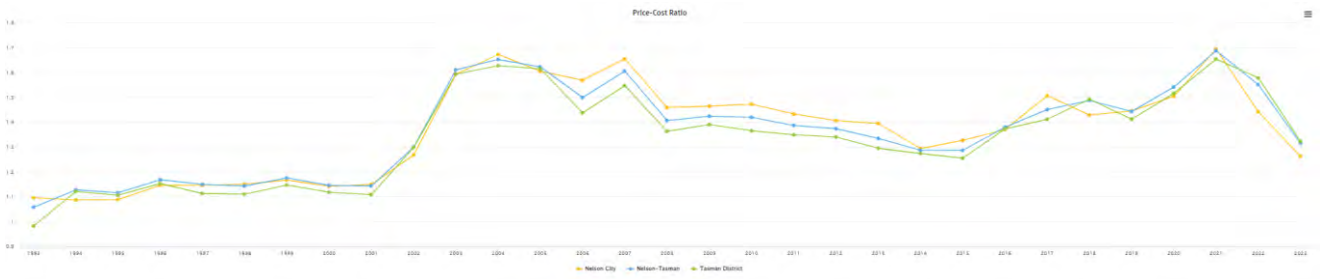
In TDC, land is proposed for zoning for housing when there is certainty over the infrastructure solution, in discussion with developers. Longer term potential capacity is identified in the FDS 2022-2052. The shortfall of capacity in the medium term in the urban environment may have an impact on affordability of housing by restricting new capacity. However, its impact is likely to be small as the shortfall of new homes (365 in total) is small, at 4% of the overall 30 year capacity. The shortfall of capacity in the medium term is largely due to insufficient infrastructure in time. Housing

affordability is an issue across the whole Tasman District, but worse in Golden Bay and Motueka. Motueka is constrained for further zoning due to natural hazard constraints, low lying land and highly productive land.

5.9 Housing price/Cost Ratio Indicator

This is the gap between house prices and construction costs in the Nelson Tasman urban environment for standalone dwellings i.e., the cost of the land. The indicator assumes that if the cost of land is significant and/or increasing, relative to building costs, there is a shortage of sections relative to demand. The price-cost ratio is 1.5 when the cost of a section (land) comprises one-third of the house price. Therefore, the 1.5 price-cost ratio is used as a benchmark for assessment as it signals that the supply of land is relatively responsive to demand. If sufficient development opportunities exist, the ratio should be below 1.5 most of the time. Figure 28 below shows that the price-cost ratio for Nelson-Tasman peaked most recently in 2021 at 1.69 before dropping. The latest ratio of 1.31 indicates that the Nelson Tasman urban environment supply of land is relatively responsive to demand.

Figure 28: Housing price/Cost Ratio (MHUD)



5.10 Impacts of other housing markets

The latest Stats NZ population estimates (October 2023) demonstrate that some of the tier 1 Authorities are still losing population in the year ended June 2023 due to net internal migration:

- Auckland net loss of 11,200 people
- Christchurch City net loss of 940 people
- Wellington City net loss of 1500 people

Infometrics reported in November 2023 that during 2021/22, 24% of the internal migration flows from Auckland went to the South Island. These losses have been occurring since 2020 during the covid pandemic and while they have reduced over time, it perhaps helps explain why over 80% of Tasman's population increase of 730 people during 2022-23 is from net internal migration. The population projections procured from Dot Consulting for this LTP reflected the "exceptionally high net migration for Tasman" by adjusting the baseline migration assumptions for the early part of the 30 year period.

Tasman has experienced a trend of net internal migration gains for many years and the FDS 2022-2052 considered both a high and medium growth scenario, for both Tasman and Nelson, in order to plan for higher than expected population gains. 30 years' capacity for housing and business land has therefore been found for both growth scenarios.

5.11 Planning decisions and the likely current and future effects of climate change

Policy 1 of the NPS UD seeks planning decisions that contribute to well-functioning urban environments. Such environments should be resilient to the likely current and future effects of climate change and support reductions in greenhouse gas (GHG) emissions. This section of the HBA explains how future growth areas in Tasman will meet these requirements.

5.11.1 Future Development Strategy 2022-2052

The FDS has ensured that future housing and business development locations will be resilient to the likely current and future effects of climate change as well as supporting reductions in GHG emissions. Addressing climate change impacts informed many of the core components of the FDS including the overall strategy, the multi criteria assessment of different potential sites, as well as the FDS' objectives. Climate change advice from the Ministry for Environment estimates that sea levels in Tasman could rise in the order of 2m by 2130 (based on Shared Socio-economic Pathway 8.5 climate change scenario and vertical land movement).

Constraints mapping for the FDS which informed the site assessments included:

- Coastal Inundation (Scenario: 2m Sea Level Rise and 1% Annual Exceedance Probability (AEP) Storm-tide)
- Inundation also affecting rivers
- Coastal erosion
- Ground conditions – fault hazard, liquefaction risk and land instability

For Tasman, no sites were included in the FDS that are subject to sea level rise. They were discounted due to the larger size of the District and availability of choice of other sites not subject to such constraints.

In terms of supporting reductions in GHG emissions for future development, weighting of the public and active accessibility assessment criterion for potential development sites, acknowledged the importance of accessibility in contributing to reducing GHG emissions. The core part of the FDS (growth focused mainly along SH6) prioritises intensification as much as it can close to existing and proposed public and active transport, while being realistic about how much housing the local market can deliver.

GHG modelling was undertaken for the FDS by officers at TDC of future household transport emissions, in the absence of direction from Central Government. The model illustrates the different development patterns, VKTs travelled, future transport changes and resultant impact on transport related GHG emissions of different locations. The FDS can reduce household transport emissions by 94% of current emissions by 2050. While this is not the 100% reduction needed, no other spatial scenario reached that target, even intensification only assuming an unrealistic uptake rate of 45%.

The FDS provides for a high growth scenario in both Nelson City and Tasman District. Currently it is only Tasman that is experiencing high population growth, and this could slow down. The annual FDS implementation plans will consider population growth trends, housing demand and uptake of intensification. The implementation plan can then propose the proportion of intensification and greenfield areas that are enabled by rezoning and rule changes in Plan Changes across the regions. The Plan Changes will need to address how to minimise GHG emissions.

In May 2022 the Government's first Emissions Reduction Plan was launched. Action 7.4 is to assess the extent to which existing urban development and infrastructure policy programmes (e.g. NPS UD) are aligned with emissions-reduction goals. This acknowledges the tension that exists currently in Government policy between reducing emissions but providing housing. Chapter 10 of the Emissions Reduction Plan considers transport. Action 10.1.2 is to set sub-national VKT reduction targets for tier 1 and 2 urban environments by the end of 2022. However, in March 2023, the Government advised tier 2 urban environments (such as Nelson and Tasman) that preparation of vehicle kilometres travelled (VKT) reduction plans, to reduce total VKTs by cars and other light vehicles was a priority for tier 1 urban environments. For tier 2 urban environments, the focus was to be more on slowing the growth in vehicle traffic.

The FDS 2022 focussed on slowing the growth in vehicle traffic by predominantly consolidating housing growth in a corridor from Atawhai to Wakefield, where public transport, and walking and cycling, can be most efficient and effective.

5.11.2 Current urban environment and resilience

Following cyclone Gabrielle in 2023 the Government acknowledged that national direction is required through existing RMA tools to ensure that new development is not located in areas where they may be vulnerable to natural hazards, either now or in the future. This is an interim step, acknowledging that existing RMA plans will still be in action for another 10 – 15 years while regions transition to the new legislation under the RMA reform. The Climate Adaptation Act is awaited.

In 2020, Council prepared a Coastal Risk Assessment, to understand Tasman Bay and Golden Bay's vulnerability to coastal storm inundation and sea level rise considering different sea level rise scenarios. The assessment identifies assets, property, infrastructure and facilities (known as 'elements at risk') that may be vulnerable, using readily available datasets. From this work, Council estimated 8,400 people are located in low-lying coastal areas that are vulnerable to coastal storm inundation and sea level rise. Approximately 5,000 of those people are located in the Motueka – Riwaka coastal area, followed by 1,000 people in the Māpua – Ruby Bay coastal area. Motueka is Tasman's largest town that will be affected by coastal storm inundation and sea level rise. The cost to repair damage, or to replace or relocate over the longer term will be significant. Infrastructure in low lying areas, such as pipes, pump stations, treatment plants, roads and footpaths could be vulnerable to coastal erosion and inundation.

A Nelson Tasman Regional Climate Change Risk Assessment tool is currently being prepared which will consider climate-related risks to our area and will be used to inform Council functions including risks to our infrastructure. Council will need to build more resilient infrastructure services that can cope during times of major disruption or that can be restored quickly. Planned improvements include the provision of backup power generators and additional storage capacity, water reservoir construction, and relocation of the Motueka wastewater treatment plant. Consideration will need to be made in the longer term for the future relocation and capacity upgrade of the Tākaka wastewater treatment plant. These improvements will be the start of a wider programme of work that will be necessary in order to improve resilience to an adequate level.

As part of the LTP 2024-2034 work programme, 'community adaptation plans' will be developed with the communities. The work done to date regarding coastal management (coastal hazards and sea level rise) needs to be widened to include all hazards, as well as the range of potential options (e.g. avoid, protect, retreat, accommodate). The intention would be to start with a pilot in one community, likely Motueka and then roll the framework out systematically across the district.

6. Business Land Demand and Capacity

The two Councils jointly commissioned an assessment of business land demand for each city/district as well as the Nelson Tasman urban environment in 2021.[21] This model has been updated in 2023 using the DOT medium population projections. Business land capacity has been estimated using Council's Growth Model.

There is sufficient business land for the Tasman urban environment and for the total rest of the district for the 30-year period. Compared with projected demand, there is significantly more business land capacity than needed. This allows for the Tasman urban environment to meet Nelson's business land requirements[22], and/or provide capacity if actual business land demand is higher than forecast.

6.1 Introduction

The NPS UD requires business land capacity to be suitable for each business sector and this must include suitability in terms of location and site size.

The amount of development land capacity reasonably expected to be realised across the District, for both residential and business development, is based on the following information and assumptions in Council's growth model:

- an initial assessment of developability of large areas of the District, taking into account factors such as hazard risk, productive land value, ability to service, and settlement form
- geo-spatial data on developable land area, including terrain, topography, wetlands and waterbodies, overland flow paths, and existing buildings
- excluding land available for development that is required for other uses, such as stormwater infrastructure, roads, community facilities or open space
- consideration of adopted future sites in the FDS 2022-2052
- current and future zoning and density, including typical lot size
- recent building consents, subdivision consents and applications
- development engineers' and consents staff's knowledge of timing of forthcoming development proposals together with landowner and developer interest
- the location and timing of infrastructure capital works in the LTP 2024-2034, including the Infrastructure Strategy.

Section 6.4 shows the plan-enabled, infrastructure-ready, and suitable business land development capacity for Tasman's urban environment, for the short, medium and long term as required under clauses 3.25 (1) (c) and 3.29 (1) of NPS UD and compares this capacity to the demand for new business land, and the demand including the competitiveness margin. The NPS-UD requires Council to provide an additional margin of feasible development capacity in the urban environment which is 20% above the projected demand for the next ten years, and 15% above the demand projected for the next 11 to 30 years.

[21] Demand for business land in the Nelson and Tasman shared urban environment – from today's economy to future needs, Sense Partners (June 2021)
[22] Refer to Joint Nelson Tasman Housing and Business Assessment 2024

6.2 Demand for Business Land

6.2.1 Demand methodology

The Sense Partners model (2023 update, DOT medium population projections applied) projects demand for business land in hectares for retail, commercial, and industrial land use types, for Nelson City and Tasman District. Council's growth model measures business demand and capacity in hectares for retail/commercial and industrial land use types. Business land demand for the Tasman urban environment and other towns was calculated from these projections for Tasman District, by allocating future demand based on each town's proportion of jobs by industry.

The NPS UD requires councils to identify business sectors in any way it chooses but as a minimum distinguish between commercial, retail or industrial. Unfortunately, these business types do not match Tasman's zoning in the TRMP. In the TRMP there are central business, commercial, light industrial, heavy industrial, rural Industrial and mixed business zones. Separate retail zones do not exist. Retail could locate in CBD zoned locations in Richmond and Motueka, commercial zones or mixed business zones (Richmond and Motueka only). The mixed business zone provides for business and commercial activities and acts as a buffer between the residential and light industrial zone. It also provides for a range of large format retail activities which are car borne, often involving bulky goods and which are not provided for in the central business zone, such as trade activities and outdoor display and sales areas. Therefore, business demand and capacity for retail and commercial is combined in the assessment below and includes the mixed business zone capacity.

Using the medium growth population projections, according to the Sense Partners 2023 model, table 20 shows the demand for industrial and retail/commercial business land in the Tasman urban environment.

	Industrial		Retail/commercial	
Business land demand in hectares	**2024 - 2034 (10 years)**	**2034 - 2054 (20 years)**	**2024-2034 (10 years)**	**2034-2054 (20 years)**
Richmond	2.82	4.27	1.78	2.12
Brightwater	0.60	0.91	0.03	0.03
Wakefield	0.14	0.21	0.05	0.06
Māpua/Ruby Bay	0.08	0.12	0.15	0.18
Motueka	1.72	2.61	0.84	1.00
Subtotal of urban environment	**5.36**	**8.12**	**2.85**	**3.39**

Table 20: Business land demand in hectares and by type, Tasman urban environment

The business land demand forecasts in this HBA are significantly different from the last HBA and are generally lower for Tasman (although industrial land forecasts for Nelson are significantly higher). The last HBA used forecasts from Property Economics 2016 forecasting model, updated with 2021 population projections. This HBA is using Sense Partners 2023 model, updated with 2023 population projections. The models use different assumptions and methodology which result in different forecasts.

Given the uncertainty in assessing business land demand and capacity in towns, it is important for Council to keep up to date with anecdotal evidence of shortages of sites for particular businesses, through discussions with applicants and developers. In addition, the surplus of business land in the Tasman urban environment is providing capacity for Nelson's shortfall of commercial and retail and

industrial land in the medium and long terms– as explained in the joint Nelson Tasman urban environment HBA.

6.2.2 Alternative projections

Based on building consents for 2016-2022, business land in the Tasman urban environment has typically developed at an average rate of 0.5ha a year of retail/commercial land and 2.1ha a year for industrial land. If these rates continue, the Tasman urban environment would require 15ha of retail/commercial land and 60ha of industrial land over the next 30 years.

6.3 Competitiveness Margin for business land

As with residential land, the NPS UD requires a competitiveness margin to be applied to the urban environment for business land, which is 20% above the projected demand for the next ten years, and 15% above the demand projected for the next eleven to thirty years.

	Industrial		Retail/commercial	
	2024 - 2034 (10 years)	2034 - 2054 (20 years)	2024-2034 (10 years)	2034-2054 (20 years)
Demand for Business Land	**5.36**	**8.12**	**2.85**	**3.39**
Competitiveness Margin	**1.07**	**1.22**	**0.57**	**0.51**
Demand including Margin	**6.43**	**9.34**	**3.42**	**3.90**

Table 21: Business land demand plus competitiveness margin, in hectares, by type, Tasman urban environment

6.4 Business Land Capacity

6.4.1 Plan enabled, infrastructure ready and suitable development capacity

Table 22 shows business land demand for the Tasman urban environment and the plan-enabled, infrastructure-ready and suitable development capacity. The NPS UD requires business land capacity to be suitable for each business sector and this must include suitability in terms of location and site size.

	Industrial	Retail/commercial

			(incl mixed business)	
	2024 - 2034 (10 years)	2034 - 2054 (20 years)	2024-2034 (10 years)	2034-2054 (20 years)
Demand including Competitiveness Margin	**6.43**	**9.34**	**3.42**	**3.90**
Plan-Enabled Capacity	**29.67**	**28.33**	**50.03**	**26.77**
Plan-Enabled and Infrastructure-ready Capacity	**29.67**	**28.33**	**50.03**	**26.77**
Total Development Capacity (Plan-Enabled, Infrastructure-ready, and Suitable)	**29.67**	**28.33**	**44.33**	**32.47**
Difference between Development Capacity and Demand Including Margin	**+23.24**	**+18.99**	**+40.91**	**+28.57**

Table 22: Business land demand and capacity in hectares, by type, Tasman urban environment

Table 22 shows that:

- for the 30-year period, there is sufficient industrial business land in the Tasman urban environment
- for the 30-year period, there is sufficient retail/commercial business land in the Tasman urban environment

If actual demand is higher than projected and is more similar to past trends, the Tasman urban environment would require 15ha of retail/commercial land (instead of 7.33ha) and 60ha of industrial land (instead of 15.77ha). There is sufficient capacity to meet this demand.

6.4.2 Business land capacity by town in the urban environment

In terms of individual towns in the Tasman urban environment, there is a greater degree of uncertainty when estimating business land demand for smaller geographies, than for the urban environment as a whole. However, as table 23 shows below, estimates indicate small deficits in industrial land in Brightwater and Wakefield in the medium term, until rezoning and infrastructure projects can enable significant new capacity in the long term. The medium term deficit can be offset by a surplus of industrial land in Richmond, which is in close proximity. There is also potentially a deficit in industrial land in Māpua in the long term, which can be offset by surplus industrial land in both Richmond and Motueka.

	Industrial	Retail/commercial

	2024 - 2034 (10 years)		2034-2054 (20 years)		2024-2034 (10 years)		2034-2054 (20 years)	
	Demand (incl margin)	Capacity	Demand (incl margin)	Additional Capacity	Demand (incl margin)	Capacity	Demand (incl margin)	Additional Capacity
Richmond	3.38	25.10	4.91	0	2.14	40.07	2.44	21.80
Brightwater	0.72	0.11	1.05	4.00	0.04	0.20	0.03	0
Wakefield	0.17	0	0.24	11.00	0.06	0.52	0.07	0
Māpua/Ruby Bay	0.10	0.17	0.14	0	0.18	0.60	0.21	0
Motueka	2.06	4.29	3.00	13.33	1.01	2.94	1.15	10.67
Subtotal of urban environment	**6.43**	**29.67**	**9.34**	**28.33**	**3.42**	**44.33**	**3.90**	**32.47**

Table 23: Business land demand and suitable capacity, in hectares and by type, towns in urban environment (red indicates a deficit where a surplus from earlier period cannot be carried over)

Given the greater uncertainty in assessing business land demand and capacity in small towns, it is important for Council to keep up to date with anecdotal evidence of shortages of sites for particular businesses, through discussions with applicants and developers. In addition, the surplus of business land in the Tasman urban environment is providing capacity for Nelson's shortfall of commercial and retail and industrial land in the medium and long terms– as explained in the joint Nelson Tasman urban environment HBA.

6.5 Business Land Demand and Capacity for Rest of District

The following table compares business land demand and capacity for the small rural towns outside of the urban environment. Demand has been estimated based on current employment numbers by industry but there is a high degree of uncertainty in these forecasts. However, the assessment indicates there is sufficient business land in Golden Bay as a whole (Tākaka, Pōhara, Collingwood) and Lakes-Murchison as a whole (Tapawera, Murchison and St Arnaud).

While there is likely to be some business land development in rural areas outside of these towns, the amount and location is difficult to predict or quantify. The surplus of business land capacity in rural towns and in the urban environment may also provide for the estimated business land demand for the rural remainder of the district (land outside towns).

Given the greater uncertainty in assessing business land demand and capacity in smaller towns and rural areas, it is important for Council to keep up to date with anecdotal evidence of shortages of sites for particular businesses, through discussions with applicants and developers.

	Industrial		Retail/commercial	
Business demand in hectares	**2024 - 2034 (10 years)**	**2034 - 2054 (20 years)**	**2024-2034 (10 years)**	**2034-2054 (20 years)**
Golden Bay towns (Tākaka, Collingwood, Pōhara)	0.46	0.70	0.42	0.50
Lakes-Murchison towns (Murchison, Tapawera, St Arnaud)	0.09	0.14	0.04	0.05
Rest of District (Moutere, Rural remainder and small rural settlements such as Riwaka, Kaiteriteri, Marahau)	3.42	5.18	0.66	0.78
Subtotal for Rest of District	**3.97**	**6.02**	**1.12**	**1.33**
Business capacity in hectares				
Golden Bay towns (Tākaka, Collingwood, Pōhara)	14.10	7.50	2.22	1.00
Lakes-Murchison towns (Murchison, Tapawera, St Arnaud)	2.92	0	1.76	0
Rest of District (Moutere, Rural remainder and small rural settlements such as Riwaka, Kaiteriteri, Marahau)	Difficult to quantify			
Subtotal for Rest of District	Difficult to quantify			

Table 24: Business land demand and capacity, in hectares and by type, Rest of District

The amount of business land development capacity in the rest of the District is difficult to quantify as it is a large area which is mostly zoned Rural 1 and 2 with some zoned rural industrial (unserviced). In these zones, home occupations are a permitted activity, and industrial and commercial activities are controlled or restricted discretionary activities which are likely to get consent (subject to conditions being imposed).

6.6 Any Insufficient Business Capacity

There is sufficient business land across the 30-year period for the urban environment as a whole, and for the rest of the District overall.

6.7 Suitability of Business Land Capacity (location and site size as a minimum)

In October 2020, Council undertook a survey of 500 businesses in the region. The aim of the survey was to understand whether zoned business land (and future business areas) is of the right type in the right location, ensuring that all businesses are provided for. A summary of the responses is provided below.

Survey of Tasman Businesses 2020

- 195 businesses responded (40%)
- 70% of the 195 businesses employ 10 or less people
- Amount of floorspace occupied is also small on average – of the 121 businesses that answered this question, 65% occupy 1,000 sq m or less
- 36% of businesses stated that their current site and/or buildings meets their current space requirements
- 19% of businesses stated there was not enough space
- In terms of quality of current premises, 88% of respondents to this question rated the quality of their buildings as average to excellent
- 26 (13%) businesses require more floorspace and 18 (9%) businesses require more land
- Of those 13% businesses that require more *floorspace*:
    - 15 respondents require less than 500 sq m
    - 5 respondents require between 500-1,000 sq m (Brightwater, Spring Grove, Richmond, Motueka)
    - 4 respondents require between 2-3,000 sq m (Richmond, Riuwaka, Motueka)
    - 2 respondents require more than 5,000 sq m (Motueka, Marahau)
    - Of those wanting more than 500 sq m in floorspace, there are retail and commercial businesses, a construction contractor, a manufacturer and 4 engineering workshops
    - In terms of the larger floorspace requirements (more than 3,000 sq m) these comprise a horticulture company, a manufacturer and a holiday park.
- Of those 9% businesses that require more *land*:
    - 7 respondents require 500 sq m or less
    - 4 respondents require between 1-5,000 sq m (Richmond, Brightwater)
    - 3 respondents require between 5-10,000 sq m (0.5-1ha) (Motueka)
    - 3 respondents require between 10-20,000 sq m (1-2 ha) (Richmond, Motueka)
    - 1 respondent requires more than 2ha (2.5ha) (Golden Bay)
    - Of those wanting more than 1,000 sq m of land, there is a haulage company, two manufacturers, two engineering companies and a recycling business
    - Of those wanting more than 10,000 sq m (1ha) of land there are two construction contractors, a manufacturer, a commercial business and an engineering company.
- 83% of businesses (122 respondents answered this question) are not planning to relocate in the short term, with just 9% of businesses planning to relocate in the next 5 years
- Of the businesses considering relocation, most need industrial units or manufacturing/ workshops and warehouses. Converted offices, depot and civil construction and aggregate outlet are also required. Most are required in Richmond
- Reasons for relocation are traffic congestion for Richmond, more space required and high industrial lease costs (Richmond)
- 16% of companies plan to introduce working from home practices and 16% plan to use automation/mechanisation
- The survey responses clearly showed that suitable location, proximity to customers/clients, quality of premises, quality of life, road network access and cost of premises or land are most important to the businesses when selecting premises to locate their business
- Dissatisfaction with the road network was a recurring theme in the survey responses, particularly around Richmond, Lower Queen Street junction with SH6, at peak times

While the survey responses only provide an indication of some demand in the District, as only 3% of all Tasman businesses took part (195 companies of the 7,000 registered in 2020), the geographical location of the businesses was widespread around the District. The range of business types was also varied with most industries represented, except public services, fishing, scientific services and admin and support services.

Total business units in Tasman District measured 7,686 in February 2023, up 9.8% from a year earlier. Growth was greater than in New Zealand (1.7%).

The Nelson-Tasman Regional Economic Briefing – 2022 data update (Feb 2023) concluded that:

- Nelson Tasman's three main urban areas of Nelson, Richmond and Motueka are the region's key employment hubs. These main urban areas had 79% of the region's employment in 2022.
- Jobs growth over the past decade has been particularly rapid in Richmond (4.5% p.a.) and Motueka (3.1% p.a.) while employment rose more slowly in Nelson City (0.5% p.a.)
- Manufacturing is the biggest contributor to employment in Nelson-Tasman, within which three key production and processing focusses – forestry, horticulture and the ocean economy - have expanded strongly over the past decade

6.7.1 Needs of business sectors in Tasman

Assessing the needs of businesses in Tasman, there are a significant proportion of small businesses, employing 10 or less staff (70% according to the survey). Other surveys have found the proportion to be as high as 92% and more than 10,000 self-employed people (17.7% of all employment), (Nelson-Tasman Regional Economic Briefing – see below).

The majority of survey respondents rated the quality of their buildings as average to excellent and just over 20% require more buildings or floorspace. Much of the requirements are for small buildings or small areas of land. The fact that 83% of respondents were not looking to relocate within 5 years perhaps reflects the relative isolation of the region.

In relation to the specific future needs, it appears that most demands are being provided for in the capacity. The exceptions to this would be Marahau, Riwaka and Motueka. Plan change 81 to the TRMP proposes new business sites in the FDS in the urban environment (Wakefield and Brightwater) and in the rural towns of Tākaka and Murchison. There are additional business sites in the FDS for future years.

While business land in Motueka is included in the capacity, based on anecdotal evidence, it is insufficient for light industrial uses. There is a large area of deferred light industrial and deferred mixed business zoned land in Motueka West, yet to be serviced and currently subject to lease restrictions. However, with the servicing of adjacent residential land taking place now, this would be the next phase to be serviced.

In Golden Bay, Council is aware of anecdotal shortages of business land and the FDS 2022-2052 found additional sites which can now be proposed for rezoning.

Council continues to experience demand from developers to rezone business land to residential land in Richmond West. This is resisted on the basis that the business land in Richmond is needed, not only for other Tasman towns but to also meet the demands of Nelson which has insufficient industrial and retail/commercial business land.

7. Conclusions

7.1 Sufficiency of housing and business land capacity

The assessment of the development capacity in the Tasman urban environment indicates that there is sufficient housing land capacity in the short term (Years 1 to 3) and long term (years 11-30) but insufficient capacity in the medium term (4-10 years).

There is also insufficient capacity of attached dwellings across all time periods.

There is sufficient business land capacity across all time periods in the Tasman urban environment.

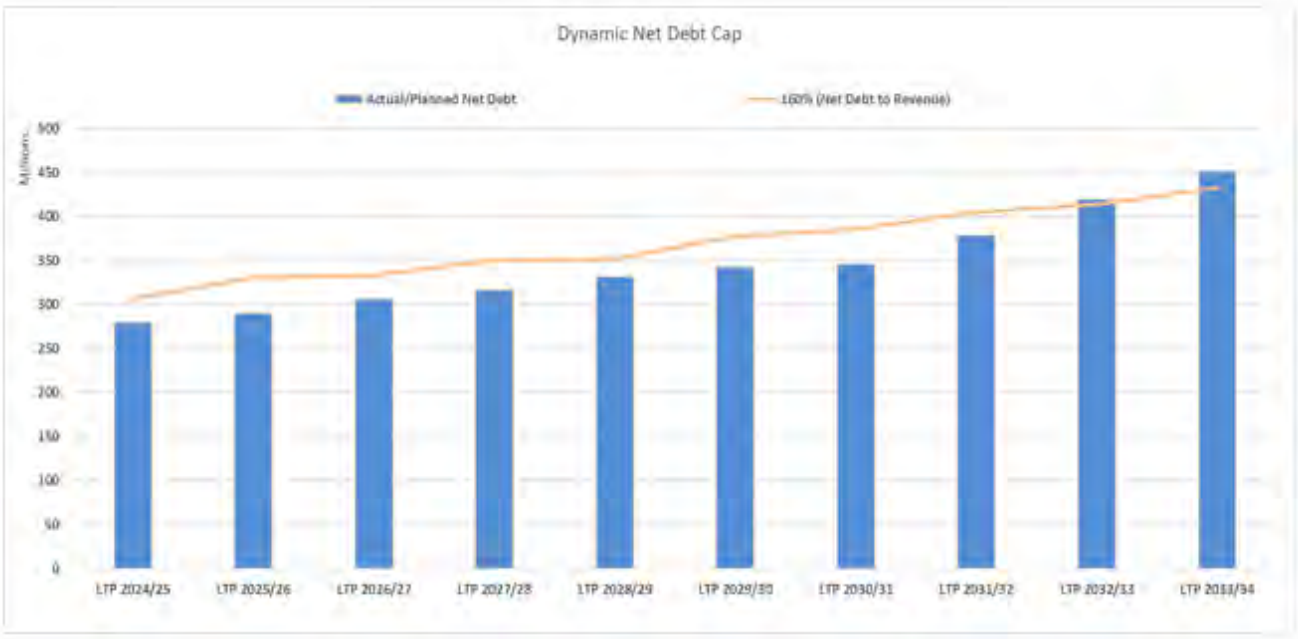
7.2 Implications of insufficiency of housing land capacity

Tension exists between prudent provision of infrastructure and the need to stay within the financial limits set out within Council's financial strategy. The cost of growth infrastructure is generally borne by development through the Council's development contributions and financial contribution funding mechanisms rather than through rates. It does however have a substantial impact on debt as it can take many years to fully recover the cost of this infrastructure as development takes place.

The Infrastructure Strategy 2024 outlines the risk/opportunity process that Council undertook in budgeting for infrastructure. 89% of the work was categorized as 'must do' and was included in the LTP 2024-2034. In addition to the debt and rates implications of the planned capital programme, Council has considered its ability to deliver the works. There are limits (beyond finance) to how many capital (or the value of capital) projects Council can deliver in any one year and the LTP already includes for two additional project managers. The pressure on Council's finances and the limited capacity to deliver more means there is no scope to add further work to the infrastructure programme within the next five years.

Council plans to spend $409M on growth related infrastructure projects over the next 30 years. The LTP net debt figure increased between the proposed LTP and deliberations by $15 million and the dynamic debt cap (operating revenue compared with net debt) from 150% to 160%. Cost increases subsequent to the proposed LTP were due: to increased water supply operating costs; increases in the Waimea Community Dam operational costs (debt servicing and higher interest rates); a reduction in projected revenue from building consents for 2024/25 due to slowdown; increased insurance costs; and other minor budgetary changes. Across the ten years of the proposed LTP the net debt figure increases from $202 million as at 30 June 2023 to $452 million in 2033/2034. The dynamic net debt cap of 160% of revenue is self-imposed and while it is possible to borrow more capital, this comes with associated risks. There remains headroom for further borrowing in the event of a natural hazard event:

Figure 29: LTP 2024-2054 net debt cap



During the LTP deliberations, officers advised against making changes to Council's proposed growth programme due to:

- very high growth in recent years meaning most of Council's networks are near or at capacity, and in some cases above capacity. Between 2019 and 2023 the Council experienced growth of 526 dwellings per annum, compared to a long run average since 2010 of approximately 390 per annum and forecast average of 400 per annum into the future;
- Council is already forecasting to modestly under-deliver against its National Policy Statement Urban Development servicing obligations over the period of the LTP;
- Council provided servicing playing a major role in determining competition in the supply of sections which ultimately impacts the affordability of housing; and
- infrastructure has long lead in times and delays mean Council is likely to frustrate development proposals when it does pick up and compete with these for the same contracting capacity, which would drive up costs for both parties and ultimately new homeowners.

Council accepted these recommendations.

7.3 Housing Bottom Lines to be inserted into Regional Policy Statement and District Plan

In accordance with policy 7 and implementation clause 3.6 of the NPS UD, as soon as practicable after an HBA is made publicly available, the regional council must insert into its regional policy statement, a housing bottom line for the short, medium and long term. A district council must insert a housing bottom line into its district plan. When this HBA is adopted as supplementary information to the LTP 2024-2034, steps will be made to insert housing bottom lines into both the regional policy statement and district plan.

The housing bottom lines are the amount of development capacity that is sufficient to meet expected housing demand in the region, including the appropriate competitiveness margin. The insertion of bottom lines must be done without using a process in Schedule 1 of the RMA.

The housing bottom lines for the Tasman urban environment are:

Tasman urban environment	Short term Years 1-3 (2024-2027) Number of dwellings
Richmond	355
Brightwater	79
Māpua/Ruby Bay	68
Wakefield	82
Motueka	238
Total	**822**

Tasman urban environment	Medium term Years 4-10 (2028-2034) Number of dwellings
Richmond	1027
Brightwater	211
Māpua/Ruby Bay	162
Wakefield	216
Motueka	535
Total	**2,151**

Tasman urban environment	Long term Years 11-30 (2035-2054) Number of dwellings
Richmond	2480
Brightwater	681
Māpua/Ruby Bay	404
Wakefield	659
Motueka	1257
Total	**5481**

Given the HBA applies to the relevant tier 1 or tier 2 urban environment, the housing bottom lines also only apply to the urban environment.

7.4 Conclusions

Once an assessment of sufficiency of development capacity is made, implementation clause 3.7 of the NPS UD requires that if a local authority determines that there is insufficient development capacity over the short term, medium term or long term, it must:

a) Immediately notify the Minister for the Environment; and
b) If the insufficiency is wholly or partly as a result of RMA planning documents, change those documents to increase development capacity for housing or business land (as applicable), as soon as practicable and update any other relevant plan or strategy (including the FDS); and
c) Consider other options for:
   (i) increasing development capacity; and
   (ii) otherwise enabling development

The insufficiency of housing capacity in the Tasman Urban Environment in the medium term is largely due to insufficient infrastructure in time. In particular the Waimea Plains Water and Wastewater Plan will provide trunk infrastructure for Brightwater, Wakefield and Richmond. To address the insufficiency additional investment in infrastructure is required but this is not possible under the LTP 2024-2034. The Council awaits Government announcements on potential infrastructure funding that may become available.

In relation to insufficient capacity in Motueka, this is more complex due to low lying land, natural hazards and highly productive land preventing investment in infrastructure and rezoning of land.

TDC proposes to continue to progress the following structure plans:

a) Richmond Spatial plan – to be completed early 2024
b) Māpua Masterplan (planning for FDS sites T-11 (Seaton Valley Flats), T-33 (Seaton Valley Hill), and T-42 (Seaton Valley Northern) - completed by mid to late 2024

Council will also progress the following plan changes to its Resource Management Plan for housing and business, as recommended in the FDS 2022-2052:

a) Plan Change 76 to the TRMP – Wakefield (rezoning FDS site T-107, 177 Edward Street) – notified September 2022
b) Plan Change 80 to the TRMP – Motueka West (rezoning FDS site T-190, Motueka Intensification South) – notified end of 2023
c) Plan change 81 to implement FDS sites in Moutere, Motueka, Richmond, Māpua, Wakefield, Brightwater, Tākaka, Murchison. This plan change is currently being scoped, including confirmation of available servicing
d) A plan change to the Regional Policy Statement to include criteria for determining what plan changes will be treated, for the purpose of implementing Policy 8 NPS UD, as adding significantly to development capacity.

There is insufficiency of attached dwellings in the Tasman urban environment across all time periods. The shortfall of attached dwellings is 735 such dwellings over the 30 years (295 in the first ten years). In respect of this shortfall, the forthcoming plan changes referred to above which will

implement the FDS sites, will strive to enable as many attached dwellings as is commercially feasible. The proposed rules would for example, require a minimum percentage of the lots to have for example an average area of 360 sq m with a minimum of 270 sq m and a maximum of 450 sq m. The remaining lots will have a specified minimum area also.

7.5 Assumptions/Limitations

Population projection data has been provided at the Stats NZ SA2 geographic level. Population and dwelling demand projections for towns with smaller populations should be treated with caution.

Business land demand forecasts were provided for Nelson and Tasman Territorial Authority areas. These have been allocated to smaller geographic areas based on their current share of employment numbers by industry, and assume those proportions remain constant in the future. Other economic and demographic factors may mean different growth rates by business land type by location.

Business land demand forecasts in this HBA are significantly different from the last HBA, due to using a different model. Business land forecasts appear to be highly sensitive to underlying assumptions for employment trends, floor space and land conversion rates. Given the greater uncertainty in assessing business land demand, particularly in smaller towns and rural areas, it is important for Council to keep up to date with anecdotal evidence of shortages of sites for particular businesses, through discussions with applicants and developers.

The survey of zoned business land to check for vacant land and under-utilised land in 2018/19 has proved useful. It will however need updating for the next HBA.

Other surveys undertaken for the HBA 2021, including the Housing Preferences Survey, and survey of businesses and growers in the region may also need updating for the next HBA.

Housing Preferences for the Tasman urban environment for dwelling types have been assumed for each town in the urban environment and have been held constant for future years.

2018 Census data has been used for this HBA in the absence of any more up to date published census.

The Growth Model capacity estimates made the following assumptions:

- No development on highly productive land
- No development if natural hazard risk meant s106 of RMA would apply
- Sea level rise based on 2 metre scenario
- Reduced capacity where setbacks likely from wetlands and waterbodies (as per NES-FM)

BRF-6981 - Part 2

NELSON TASMAN FUTURE DEVELOPMENT STRATEGY 2022–2052

19 SEPTEMBER 2022



Nelson City Council | Te Kaunihera o Whakatū

tasman district council | Te Kaunihera o te tai o Aorere

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1 MAYORS' FOREWORD

Tēnā koutou,

Following months of community engagement, detailed feedback, and informative deliberations, we are pleased to have adopted the Nelson Tasman Future Development Strategy 2022–2052 (FDS).

The FDS is a 30-year high-level strategic plan that outlines areas in our region where there is potential for future housing and business growth.

The FDS is underpinned by a series of 11 objectives that have been developed with the community, iwi and hapū, stakeholders, and the councils to support well-functioning urban environments.

The FDS is required to meet the Government's National Policy Statement Urban Development 2020 (the NPS UD) which came into effect in August 2020. It will ensure both councils are well placed with an evidence base to inform reviews and changes to their unitary plans, to facilitate the next round of Long Term Plans (2024) including Infrastructure Strategies, and to support business case work and future inter-council and central government funding partnerships.

The Joint Committee of the Nelson City and Tasman District Councils has accepted a balanced set of recommendations for the final document, which support the demand for housing in a competitive market as well as addressing the growth needs of our communities.

A three-yearly review of the FDS and on-going monitoring of development will help both Councils evaluate how fast our urban areas are growing and whether there is a need to speed up or slow down the zoning and servicing of land in response to demand.

We wish to recognise the contribution and value of our staff, consultants and elected members in bringing this strategy together.

The significant amount of input and feedback from the public, including 558 submissions, offered a number of diverse and thorough opinions for consideration.

Our plans are always improved by the feedback we get from our community. Thank you for playing your part in creating this strategy and we look forward to seeing the FDS objectives come to fruition.



Nelson Mayor Rachel Reese



Tasman Mayor Tim King



2 WHY AN FDS?

2.1 NATIONAL POLICY STATEMENT ON URBAN DEVELOPMENT 2020

The Government introduced the National Policy Statement on Urban Development 2020 (NPSUD) in August 2020 (updated 2022) and this document sets out clear requirements for what an FDS must show and be informed by. It states that the purpose of the FDS is to promote Long Term strategic planning by setting out how the Councils intend to:

- Achieve well-functioning urban environments in their existing and future urban areas.
- Provide at least sufficient development capacity over the next 30 years to meet expected demand.
- Assist with the integration of planning decisions under the RMA with infrastructure planning and funding decisions.

As an over-arching principle, the NPSUD requires the FDS to provide for a well-functioning urban environment. Simply, this means we need to:

- Provide a variety of homes that meet local needs and enable Māori to express their cultural traditions and norms.
- Provide a variety of land suitable for local business needs.
- Have good accessibility for all people between housing, jobs, community services and open spaces, including by public or active transport.
- Support the competitive operation of land and development markets.
- Support reductions in greenhouse gas emissions.
- Be resilient to the current and future effects of climate change.

The purpose of the FDS is clearly defined and forms a strong and clear framework for the way in which Nelson and Tasman need to plan for their future growth. The NPSUD also allows for Tier 2 urban environments such as Nelson and Tasman to strategically plan for areas outside the urban environment. This FDS therefore covers the whole of Nelson and Tasman, including Tasman's rural towns.

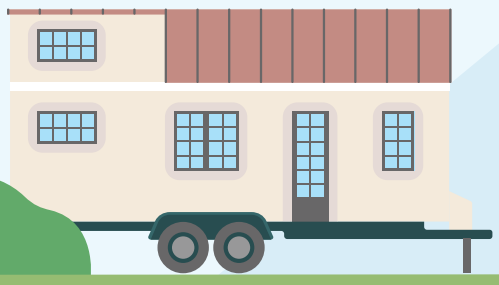
2.2 WHAT HAS INFORMED THE FDS

The FDS has been informed by a wide range of information and analysis based on the requirements of the NPSUD and related policy documents to form a strong evidential basis. This includes:

- The 2021 Nelson and Tasman Housing and Business Capacity Assessments, which set out the growth projections over the next 30 years.
- A consideration of advantages and disadvantages of different spatial scenarios, or growth options, for Nelson and Tasman.
- Councils' Long Term Plans and their supporting Infrastructure Strategies, as well as other relevant strategies and plans.
- Māori, and in particular, tangata whenua, values and aspirations for urban development.
- Feedback received through consultation and engagement.
- Every other relevant national policy, the most relevant of which relate to the coastal environment and freshwater.

Further detail on each of these requirements is set out in the FDS Technical Report (the Technical Report).

The Government is currently reforming the Resource Management Act and developing new national policy for highly productive land and indigenous biodiversity. The national policy is planned to take effect in 2022. Future iterations of the FDS will need to respond to this direction when it is gazetted either through a future review of the FDS or preparation of a new Regional Spatial Strategy under the proposed Strategic Planning Act.



3 WORKING WITH IWI AND HAPŪ

The FDS has been prepared by the Councils in collaboration with Te Tauihu iwi and hapū.

To prepare the FDS we reached out to representatives from iwi and hapū including:

- Manawhenua Ki Mohua
- Ngāti Kuia
- Ngāti Apa ki te Rā Tō
- Ngāti Koata
- Ngāti Rārua
- Ngāti Tama
- Ngāti Toa Rangatira
- Rangitāne
- Te Ātiawa
- Ngāi Tahu
- Ngāti Waewae
- Te Āwhina Marae
- Onetahua Marae
- Whakatū Marae

Our approach has included early and ongoing kōrero, engagement and hui with iwi and hapū who expressed an interest in engagement on the FDS. Several hui were held at key stages to discuss the background of the FDS, specific criteria for iwi and hapū values, site selection, and iwi and hapū aspirations over the next 30 years.

A summary of engagement is included in the Technical Report.



4 IWI AND HAPŪ VALUES AND ASPIRATIONS

The NPSUD requires the FDS to include a statement of hapū and iwi values and aspirations for urban development. This statement is shown below in Figure 1.

There is not full consensus amongst iwi and hapū on this statement and it does not represent a completely shared view of whānau, hapū and iwi.

Nevertheless, the statement has been integral to the development of FDS objectives and the overall strategy. A number of iwi and hapū participants have refined the statement.

Figure 1. Statement of iwi and hapū aspirations

Te Pae Tawhiti Vision

Overaching Aspiration for the Future Development Strategy (FDS)

"All change must be sustainable to revive and enhance Te Taiao / the natural world"

Te Kaupapa Mission

Toitū te marae a Tāne-Mahuta, Toitū te marae a Tangaroa, Toitū te tangata.

If the land is well and the sea is well, the people will thrive.

Ngā Whainga Desired Goals

Tangata Whenua

a. Partnership: Tangata Whenua and Councils work in a Te Tiriti o Waitangi partnership to achieve their shared goals under the FDS.

b. Capability: Tangata Whenua are consciously acknowledged and sustained, to give effect to their aspirations in council decisions and operations under the FDS.

c. Capacity: Tangata Whenua are adequately resourced to participate in Council decisions and operations under the FDS.

Note: Tangata Whenua = whānau, hapū and iwi.

Tangaroa

a. Mauri: Waterways and waterbodies are respected, protected, restored and enhanced, to sustain the mauri of freshwater.

b. Mātauranga: Information is gathered and collated to enable a better understanding of wai and to support the enhancement of the mauri of waterways and waterbodies.

c. Mana i te wai: Recognise and provide for traditional associations for Tangata Whenua who historically whakapapa to waterways and waterbodies in regards to the domains of Tangaroa (freshwater and saltwater).

Mahuta

a. Te Ao Māori: Ensure Te Ao Māori is inherent in mahi relating to changes to Te Taiao under the FDS.

b. Whai Mana: Support sustainable economic opportunities for Tangata Whenua in the identification of land and air development management opportunities under the FDS.

c. Whai Oranga: Sustainable economic outcomes, resulting from responsibly considered changes to Te Taiao, support the protection and enhancement of ecological, spiritual and cultural values of Tangata Whenua.

Ngā Tikanga Values

Me whakatau mā roto i te kōrero – Resolution through conversation.

Kaitiakitanga – Dedicated stewardship by Tangata Whenua.

Ngākau pono – being true to the purpose of partnership.



5 CLIMATE CHANGE

Climate change is happening now and the impacts on our environment and communities will be significant over time. Climate change will bring warmer temperatures, more extreme weather patterns and rising sea levels. Issues such as drought, water security and flooding will become more severe, and existing challenges around coastal erosion and inundation will be exacerbated. This affects our existing urban areas and needs to inform where and how we accommodate growth in the future.

Through land use planning, the FDS and subsequent plan changes have a key role to play in supporting a reduction in greenhouse gas emissions and ensuring that communities can adapt to the effects of climate change over time. Addressing climate change impacts has informed many of the core components of the FDS, including the overall strategy, the assessment of different growth areas, and FDS objectives.

There are conflicting demands between central government direction for climate change and ensuring housing capacity. Balancing these demands is challenging.

REDUCING GREENHOUSE GAS EMISSIONS

The Climate Change Response (Zero Carbon) Amendment Act 2019 sets targets to reduce New Zealand's greenhouse gas net emissions to zero by 2050 and reduce biogenic methane to 24 – 47 percent below 2017 levels by 2050. The FDS plans for growth that supports a reduction in greenhouse gas emissions.

Locally, transport is a key contributor to greenhouse gas emissions in Nelson and Tasman[1]. The FDS can support a reduction in greenhouse gas emissions by promoting a compact urban form that minimises the need for people to travel by car and promotes the use of public transport, walking and cycling. This is embedded within the objectives of the FDS. Through implementation, Councils' Regional Land Transport Plans can also support this outcome through continued investment in more sustainable transport options such as cycling and public transport.

ADAPTING TO THE EFFECTS OF CLIMATE CHANGE

The Councils are responding to the effects of climate change by understanding the local impacts, and working with affected communities to plan for, and adapt to those impacts over time. We know that climate change is impacting our existing communities, especially those in low-lying areas, and we need to plan development so that climate change risks are reduced or avoided.

This will ensure that future communities are located in areas where risks from climate change can be effectively managed.

Tasman District Council adopted a 'Climate Action Plan' in 2019, which sets out the Council's short, medium and long term commitments to address climate change, focusing on a range of mitigation and adaptation actions. Similarly, Nelson City Council adopted their Climate Action Plan in 2021. A number of other organisations and community-led groups are also contributing to local climate change initiatives.

Both Councils are working with their communities towards Long Term adaptive planning for sea level rise and coastal hazards, following the Ministry for the Environment's 2017 Coastal Hazards and Climate Change Guidance. These work programmes include gathering technical information, understanding what community values may be affected, assessing vulnerabilities and risks, and starting to identify options to address the impacts from sea level rise and coastal hazards. The outputs of this work will be used to inform a range of Council functions including land use planning, building consenting, asset management, and civil defence and emergency management.

Work to understand and explore options with communities for addressing other natural hazards (e.g. flooding, slope instability, fire and droughts) which may be exacerbated by increased extreme weather events associated with climate change will be carried out by both Councils.



1. https://www.stats.govt.nz/information-releases/greenhouse-gas-emissions-by-region-industry-and-household-year-ended-2019