

NELSON TASMAN FUTURE DEVELOPMENT STRATEGY

JULY 2019



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1 SUMMARY

Nelson and Tasman's population is growing fast, which means we will need space for more houses and businesses. We need to determine how best to accommodate future housing and business needs for the long term benefit of the community and the environment. Well-managed growth can bring opportunity, prosperity, and enrich our communities.

House prices in Nelson and Tasman are some of the most unaffordable in New Zealand. If we don't plan how to accommodate growth, and demand remains strong, house prices may become even more unaffordable. This makes it difficult for young people to live here, and skills shortages can result. Growth also needs to be managed so that we protect and enhance the things that we value most and that make our regions a great place to live, work and play.

Planning for future growth must also be informed and guided by the principles that are important to tangata whenua according to Te Tiriti o Waitangi (The Treaty of Waitangi). Throughout the development of the Future Development Strategy (FDS), iwi have highlighted that planning for the future provides an opportunity to identify the challenges and choices that we face as we grow. There is the opportunity to promote positive change and seek to achieve enduring restorative environmental and social outcomes.

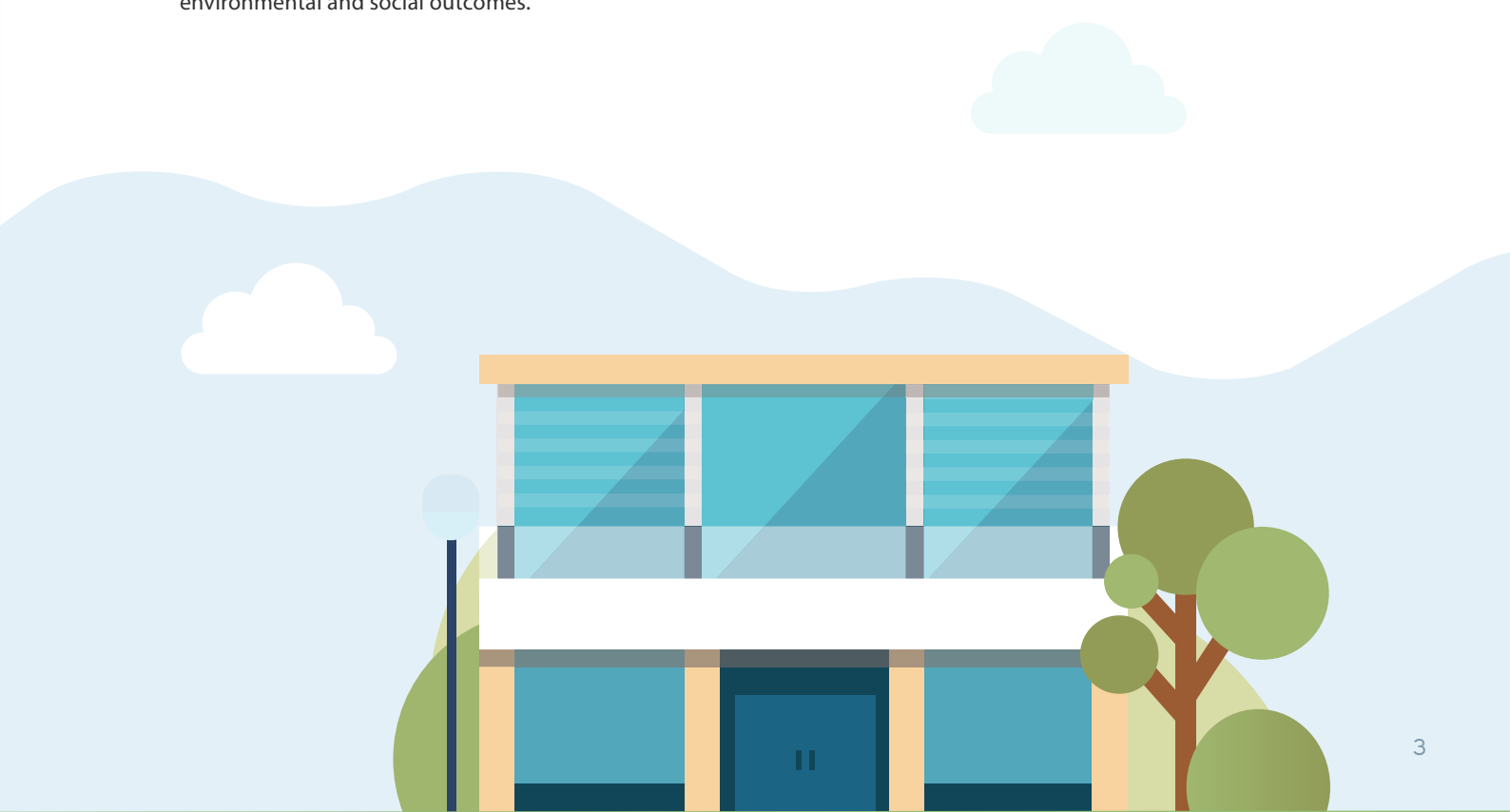
1.1 PURPOSE OF THE STRATEGY

An FDS sets out the long term picture for future urban growth. It looks out over 30 years, from 2018 – 2048.

The National Policy Statement on Urban Development Capacity 2016 (NPS-UDC) encourages Councils like Nelson and Tasman to prepare an FDS to show how we will provide sufficient development capacity over the next 30 years to meet the needs of our growing communities.

The FDS is a high level strategy that covers both regions; it does not set out the detail of how housing and business areas will be developed, or how required infrastructure will be funded. The identified areas need further interrogation of potential constraints – for example, cumulative impact analysis on the wider state highway network and their feasibility for development. The options may then be developed through a subsequent series of more detailed plans and strategies that the Councils will prepare and consult on.

The fact that a site is earmarked as potentially suitable for housing or business development in the future in the FDS does not mean that area of land is appropriate for development now. The phasing of the potential sites is critically important to the success of the FDS in encouraging intensification and phasing infrastructure investment.



Together the Councils have sufficient housing and business capacity, based on current growth rates for the next 10 years. The Councils will develop a robust monitoring and reporting framework that can monitor population and household growth rates, business demands, housing affordability, availability of infrastructure and demographic changes. The FDS will be reviewed to see whether additional capacity needs to be made available. The potential sites in the FDS are for the 2nd and 3rd decades (2028 – 2048).

GROWTH: CHALLENGE AND OPPORTUNITY

Growth forecasts vary, but given how fast we have been growing, we may need to find space for up to 40,000 extra people and 24,000 extra homes across Nelson and Tasman over the next 30 years. A medium growth forecast suggests the need to find space for an additional 14,000 houses. Along with more houses we will need more shops, offices and space for industrial premises.

Current district plan zonings plus gazetted Special Housing Areas provide enough capacity to meet expected housing and business growth under a high or medium growth forecast in the short to medium-term to 2048. With a continuation of high growth in the longer term we need to find space for around 12,000 extra homes on top of what we have already planned for. With a medium level of growth, we need to identify space for a further 2,000 dwellings. More business land is needed in the smaller settlements in Tasman, while in the Richmond area, extra business land may be needed in the longer term, depending on how existing zoned business land is used.

In addition to the increasing number of houses and businesses, there will also be pressure for different types of houses to be built, affordability issues to be addressed, adaptation to climate change and for actions to be taken to reduce impacts on the natural environment.

1.2 IWI PARTNERSHIP

The Councils have worked together with Te Tau Ihu iwi throughout the development of the FDS, at both a resource management and trust governance levels. Hui covered the principles of growth, advocacy for social and environmental wellbeing to be the underlying drivers of the strategy, as well as discussions around land use around sites of cultural significance to tangata whenua.

A summary of each hui including more detailed discussion of growth areas is included in the technical background report (June 2019).

1.3 PUBLIC CONSULTATION

The development of the FDS has been informed by engagement with a broad range of stakeholders and the public through a series of meetings, drop-in sessions and consultation documents. A wide range of feedback was received during the development of the FDS on where and how growth should occur. Common themes were:

- New housing developments should occur in areas that are close to employment, shops and open spaces and in a way that promotes social wellbeing
- Developing land of high productive value and areas prone to sea level rise should be avoided (in the absence of an adaptation strategy).

When asked whether new housing should be in existing urban areas, on the edge of existing towns or in new towns, most feedback supported building up existing urban areas rather than building out. There was strong support for intensification of existing urban areas, for example by developing more two- to three-storey town houses and terraced houses, and providing for apartments close to the Nelson City Centre. However a range of feedback was received.



1.4 OVERVIEW OF THE FUTURE DEVELOPMENT STRATEGY

The FDS focuses on ensuring Nelson City Centre remains a vibrant regional centre, while acknowledging that the whole of the Nelson urban area supports and complements Nelson in that role. The FDS identifies future development areas that can provide capacity for housing growth over the longer term (2028 – 2048), under a high growth scenario. The focus on the longer term is because current plans already provide capacity for the next 10 years of growth.

The FDS supports intensification of current urban settlements, especially Nelson, Stoke and Richmond. However, in a high growth scenario, this is unlikely to provide sufficient housing capacity or housing choices (due to limited areas suitable for intensification). Therefore some greenfield development may also be needed, while minimising the use of high quality rural land wherever possible.

Of the extra houses we are planning for in a high growth scenario:

- At least 8,166 will be within the Nelson Urban Area (which includes Richmond)
- Up to 6,083 will be within the Tasman District outside of the Nelson Urban Area.

The FDS identifies capacity for over 14,000 houses by 2048 even though high growth demand would only require 12,000. This reflects a range of uncertainties as to the nature and timing of over a 30 year period.

Within the Nelson Urban Area, most growth will be in the form of intensification (additional housing in the same area). At least 60% of future housing growth

in the Nelson Urban Area will be accommodated by intensification. This may involve two- or three-storey townhouses and terraced housing. Apartments are also provided for in and around the Nelson City Centre. This level of intensification is a change from past patterns of growth. Intensification is concentrated around Nelson City Centre, Nelson South, Tahunanui, Stoke and Richmond. Depending on further investigations into how to adapt to sea level rise, capacity for around 1,300 additional houses is possible in the Nelson City area. Mixed use development is also possible in the intensification areas in the Nelson Urban Area.

Some expansion of the Nelson Urban Area is provided for in the Kaka Valley, Saxton and Richmond South areas. Whether or when all of this expansion capacity will be needed will be monitored as the FDS is implemented. In particular, it will be important to monitor overall population growth rates and the take up of the intensification options provided.

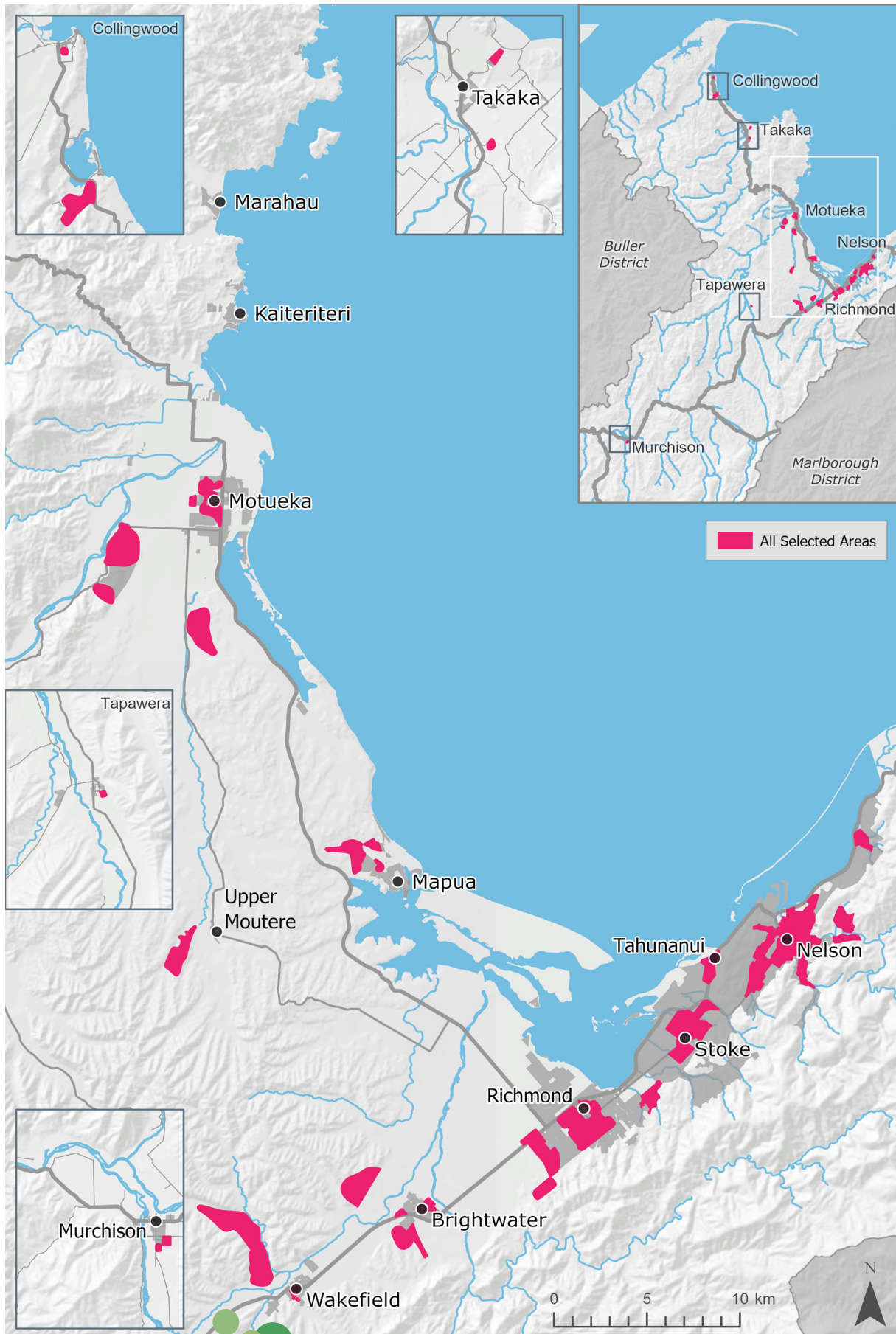
A mix of intensification and expansion is also provided for in and around Wakefield, Brightwater, and Motueka. New housing areas in Mapua, Tapawera, Murchison, Takaka and Collingwood are also identified. A range of new rural residential areas are identified in Tasman.

Additional business areas are identified in Richmond, Mapua and Murchison. In Murchison and Takaka, further business options require investigation through the District Plan review process.

The FDS is a living document that will be reviewed every 3 years. Regular monitoring and reporting by both councils will ensure that demand and capacity is regularly reviewed and any necessary adjustments to the FDS are made in time.



Figure 1. Selected growth areas



1.5 IMPLEMENTING THE STRATEGY

The capacity identified in the FDS will be released progressively over the 30 year period of the FDS. The FDS identifies more housing capacity than is likely to be required; this reflects a range of uncertainties around the nature and timing of development over the 30 year period. It will be important to measure the progress of actual growth against projected growth, and, as necessary, adjust the phasing and timing of the strategy and its implementation.

Most of the new intensification areas in Nelson and Tasman will come on stream at the start of the period 2029 to 2038, with some areas to be developed earlier than this on completion of necessary detailed planning. Most of the greenfield expansion areas in the Nelson Urban Area are timed to be developed later, from 2039 to 2048. Their timing will depend on the rate of population growth and take-up of development opportunities provided within the first stage. Tasman proposes using the Future Urban Zones (under the National Planning Standards) method to assist in controlling the timed release of such sites.

For other areas, the additional capacity provided is spread over the 20 years 2028 – 2048. This is to provide some choice, but also to ensure that areas developed early in the planning period (and their associated infrastructure) can be used efficiently before new areas come on stream.

Implementation of the FDS will require a range of plans and strategies to be reviewed and updated in light of the FDS. These include Resource Management Act plans – for example, District Plan zonings, Regional Policy Statements), Long Term Plans, Regional Transport Plans and Infrastructure Strategies.

Successful implementation will require ongoing collaborative planning and aligned investment by Nelson and Tasman.

Four key implementation tools will be:

- Intensification Action Plan which will develop a range of tools to incentivise uptake of intensification options
- Climate Change Adaptation Strategy to look at how areas in Nelson City subject to sea level rise risks should be managed
- Tasman's Climate Change Strategy/Action Plan (currently being prepared) to enable the district to become more resilient to climate change impacts

- Regional Land Transport Plans to assist in developing a transport system that can support and incentivise intensification, such as developing a public transport spine between Richmond and Nelson City Centre.

Part of the process for planning for growth includes regular monitoring of how the two regions are tracking in relation to growth projections and the uptake of the different types of development options provided. The FDS will be regularly reviewed and adjusted.

1.6 RECOMMENDATIONS

BUILD ON IWI AND GOVERNMENT PARTNERSHIP AND ENGAGEMENT

- Continue to develop partnerships with iwi of Te Tau Ihu and Ngāti Wae Wae (hapu of Ngāi Tahu) to realise the social, housing, and commercial aspirations of all iwi in the post-Treaty Settlement era
- Coordinate with central government on centrally funded community infrastructure and services, particularly in areas of intensification for health and education
- Continue to investigate and advocate for adequate funding for high growth areas
- Advocate for national guidance and support for Climate Crisis adaptation planning.

DEVELOP AN INTENSIFICATION ACTION PLAN

In order to enable and incentivise intensification, consider the following:

- Identify intensification areas that could be progressed (up-zoned) in the short to medium term, and work to progress rezoning
- Invest in improvements to transport, reserves and community facilities to support market attractiveness and amenity in areas identified as appropriate for intensification
- Review Development Contributions policies to ensure that they accurately reflect the cost to service different types and locations of growth



- Explore acquisition of key properties to achieve strategic public realm and infrastructure outcomes that support high quality intensification
- Collaborate with private sector housing suppliers on possible 'pilot' projects to demonstrate high-quality, feasible intensification projects in appropriate locations (including on Council-owned sites)
- Maintain and develop partnerships and potential Urban Development Authorities to facilitate redevelopment of public land
- Develop or promote educational and guidance material for applicants to facilitate good quality design outcomes, including providing an Urban Design Panel.

DEVELOP A CLIMATE CHANGE ADAPTATION STRATEGY

Nelson is to progress a climate change mitigation/adaptation strategy. This strategy is to address and integrate with improving the resilience of key infrastructure in areas subject to coastal and freshwater inundation, and to determine what type of development may occur.

Tasman is to progress its Climate Change Strategy/Action Plan (currently being prepared) to enable the district to become more resilient to climate change impacts.

ADAPT REGIONAL POLICY STATEMENTS

Both Councils to implement the FDS through changes to their RPSs to include objectives and policies that achieve coordinated and logical urban growth, including efficient integration of land use and necessary infrastructure.

ADAPT PLANS AND STRATEGIES

Both Councils to progressively review and update their respective Long Term Plans, Infrastructure Strategies, Asset Management Plans, Unitary Plans, and the Regional Land Transport Plans (in consultation with New Zealand Transport Agency) to:

- Ensure good alignment between growth projections, land use as signalled by the FDS, infrastructure and funding, and relevant Government and National Policy Statements
- Further assess and refine the infrastructure requirements of the future development areas.

MONITOR AND REVIEW THE FDS

Once adopted, the Councils should:

- Establish a mechanism by which they can continue joint implementation, monitoring and review of the FDS
- Plan to review the FDS every three years, to align with the Councils' LTP reviews
- Develop a robust Annual Monitoring and Reporting Framework
- Undertake the second of the housing and business capacity assessments
- Align growth models to project population and household growth, and business activity demand across the two regions
- Further develop tools to test the feasibility of development over the medium to longer term.

INTRODUCTION

1.7 WHAT IS A FUTURE DEVELOPMENT STRATEGY?

The FDS is a high-level plan that sets out the general direction for growth that will help to promote the long term social, economic and environmental wellbeing of the two regions. The FDS identifies the choices and trade-offs that have to be made, as well as the benefits that will flow from well managed development.

The Future Development Strategy (FDS) sets out how the urban settlements and townships in the Nelson and Tasman regions will change and develop over the next 30 years. The FDS shows where future housing and business development is likely to be located, and how this development is likely to be phased and timed over the 30 year period.

The FDS has not undertaken a detailed assessment of the development areas identified. More detailed investigations through District Plan reviews and through the preparation of Structure Plans will be required to confirm infrastructure requirements, including cumulative impact analysis on the wider state highway network, development capacities, design, form and feasibility.



1.8 WHY ARE WE PREPARING THIS FUTURE DEVELOPMENT STRATEGY?

The 2016 NPS-UDC requires Councils to actively plan for future housing and business growth, rather than react to growth pressures as or after they arise. Both Nelson and Tasman Councils have historically separately enabled development of land for housing and business activities in response to observed growth pressures.

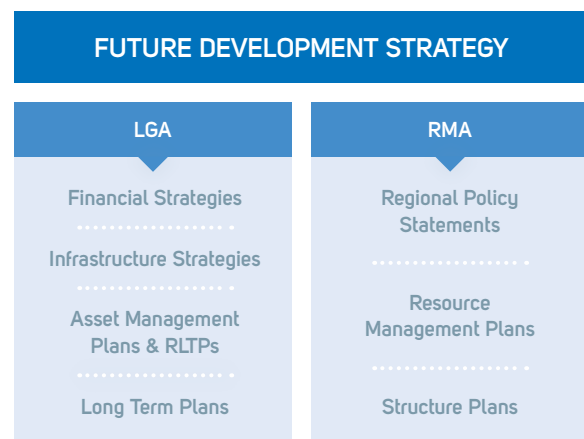
Under the NPS-UDC, Councils like Nelson and Tasman that span a common urban area are encouraged to work together to prepare a strategy that sets out how extra capacity for houses and businesses will be provided over the next 30 years. While it is not mandatory for Nelson and Tasman to produce an FDS, it is desirable because it provides a long term view of where and when growth is likely to occur, enabling coordinated and aligned planning and investment decisions within and across boundaries.

Under the NPS-UDC, Councils have to assess future demands for housing and businesses, identify the capacity of existing plans to accommodate the future growth, and plan for the extra housing and necessary infrastructure.

Work undertaken by the two Councils shows that in the short- to medium-term (2018 – 2028), there is enough housing capacity under current plans to meet expected demand, but in the long term (2029 – 2048) more capacity is needed for the combined Nelson Tasman area, under either a medium or high growth scenario. Earlier work also shows that sufficient business capacity exists under either growth scenario, although this capacity is known to vary according to location.

1.9 STRATEGIC FRAMEWORK – WHERE DOES THIS STRATEGY FIT?

The FDS will inform a range of local plans and strategies. In particular, the FDS will inform reviews and updates of the Councils’ Long Term Plans, Infrastructure Strategies, Regional Land Transport Plans, Regional Policy Statements and Resource Management Plans. These plans are all either currently being reviewed or about to commence. Te Tau Ihu 2077 intergenerational strategy is also currently being prepared by the Wakatū Incorporation, Tasman, Nelson and Marlborough councils, Chamber of Commerce, Nelson Regional Development Agency, NMIT, iwi and businesses. This new strategy will focus beyond economic growth and looks at the overall long term wellbeing of Te Tau Ihu (Top of the South).



WHAT MUST BE IN AN FDS

The Policies of the NPS-UDC set out what the FDS should include.

In summary, it requires that the FDS identifies, for housing and business and for both the medium and the long term

- Demand
- Existing feasible development capacity identified in housing and business development capacity assessments
- Future feasible development capacity
- The broad location, timing and sequencing of future development capacity over the long term.

While the NPS-UDC only encourages Nelson and Tasman to plan for housing and business in the Nelson Urban Area (defined by Statistics NZ to be most of Nelson City and Richmond and Hope in Tasman District), the two Councils recognise the benefits in the FDS covering the whole of Tasman as well. This ensures that they will have a comprehensive plan in place for all of Nelson and Tasman over the next 30 years.

Further details on the NPS-UDC requirements are set out in the Nelson Tasman FDS: Technical Background Report, June 2019.



2 HOUSING AND BUSINESS NEEDS

The population of the Nelson and Tasman regions has experienced high growth over the previous five years. The FDS focuses on identifying where new housing and businesses should be located, over the next 30 years, if growth rates continue to be high.

2.1 PROVIDING ENOUGH CAPACITY TO MEET HOUSING DEMAND

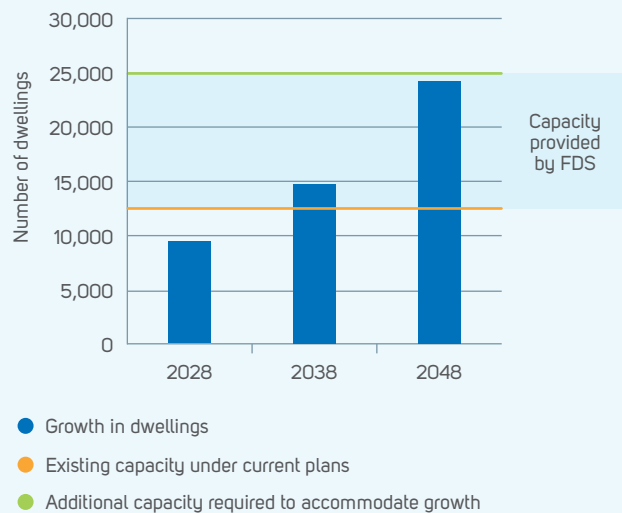
Estimates of housing demand under a high growth future indicate the need to accommodate up to 24,000 extra houses in the combined Nelson Tasman area, between 2018 – 2048, taking into account the need for a 'buffer' under the NPS-UDC. There is currently capacity under existing district plan zonings and gazetted Special Housing Areas to accommodate around 12,000 houses, leaving a shortfall of 12,000.

Preparing for high growth means that the FDS is 'future-proofed'. If growth rates are higher than what plans anticipate, then it can take time to modify plans to keep them up to date. In turn this can place pressure on land and house prices, affecting affordability.

If growth is slower than anticipated (such as a medium growth rate), then implementation of the FDS can be modified. For example, the pace of implementation can be slowed down. Some areas identified in the FDS for development in the later stage of the planning period (2039 – 2048) may not be required in this timeframe.

To provide sufficient capacity to meet future housing needs under a high growth future, the FDS identifies space for 14,000 extra houses. This capacity is on top of the capacity for housing that is already in existing District Plans and gazetted Special Housing Areas.

Figure 2. Growth dwellings and extra capacity needed – high growth



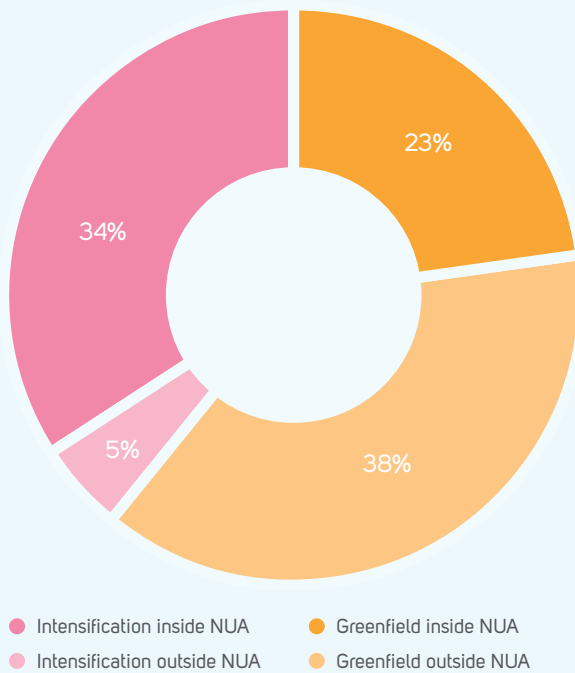
2.2 GEOGRAPHIC LOCATION OF NEW HOUSING CAPACITY

Of the extra houses, around:

- 8,166 will be in the Nelson Urban Area
- 6,083 will be in the Tasman District (outside of the Nelson Urban Area).

The FDS supports intensification of current urban settlements, especially Nelson, Stoke and Richmond and also in the towns of Motueka, Brightwater and Wakefield. Depending on investigations into how to adapt to sea level rise, capacity for approximately 1,300 additional houses in the Nelson City area is possible, in the Wood, Weka St, Vanguard St, Gloucester St and areas around Tahunanui.

Figure 3. Location of regional growth capacity in relation to Nelson Urban Area (NUA)



2.3 PROVIDING ENOUGH CAPACITY TO MEET BUSINESS DEMAND

Analysis of existing district plan zonings indicates that, overall, there is no need to provide additional capacity for commercial and industrial activities. However, given that the availability of business land varies geographically, some of the settlements would benefit from additional business land being made available.

2.4 OVERALL URBAN FORM AND STRATEGIC GROWTH APPROACH

The FDS provides for a mix of building up existing urban areas through intensified redevelopment of selected areas and building out around existing settlements through managed expansion. Across the combined Nelson and Tasman regions (i.e. beyond the Nelson Urban Area):

- **building up** (also called “intensification”) accounts for at least 40% to 45% of additional capacity across the region, provided through more housing options located within existing urban areas
- **building out** (also called “expansion”) accounts for 55% to 60% of additional capacity across the region, provided through the managed expansion of existing settlements and some additional rural-residential living options with good access to smaller centres.

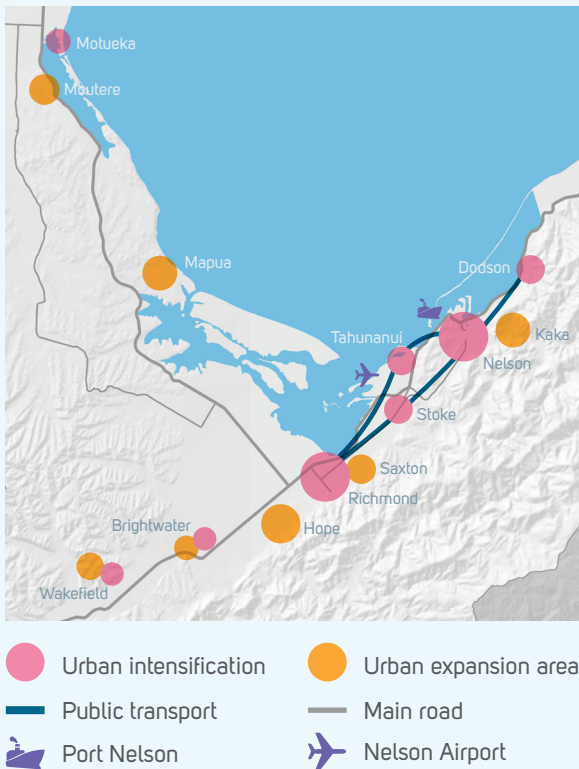
LOCATING ADDITIONAL CAPACITY

The FDS is based on the following core principles. These principles were developed as a result of the analysis undertaken and public feedback.

- Favour intensification of urban areas over expansion, and favour expansion over new settlements
- Promote intensification close to facilities and services and in a way that supports public transport, walking and cycling
- Expand in areas with good access to community services and infrastructure
- Minimise expansion onto land of high productive value
- Further development of areas prone to sea level rise in Nelson City is contingent upon an adaptation strategy being in place
- Ensure the growth needs of all settlements are provided for
- All development helps to revive and enhance the mauri of the natural world.



Figure 4. Key elements of our long term approach to growth



- Places people near existing communities and local services and facilities, thus, enhancing the vibrancy of communities and improving social cohesion and connectedness
- Provides opportunities for environmental enhancements and reduces adverse effects of urban activities on surrounding environments.

BUILDING OUT – MANAGED EXPANSION WITH SOME RURAL RESIDENTIAL DEVELOPMENT

Enabling controlled expansion on the edges of existing larger settlements provides for housing choices while minimising the costs of providing necessary trunk infrastructure. Locating new urban development close to local jobs and services also helps to reduce intra-regional trips, compared to new settlements in more remote locations.

Actively identifying where urban expansion should occur also reduces pressure for unplanned and uncoordinated developments, providing certainty to developers, as well as signalling intentions to landowners. Equally, the extent and timing of urban expansion in the vicinity of the Nelson Urban Area needs to be managed to ensure that there is a degree of support for intensification.

Expansion areas near the Nelson Urban Area include:

- Kaka Valley and Saxton in Nelson
- Hill Street South foothills and Paton Road foothills in Richmond
- Lower Moutere Hills near Motueka
- Seaton Valley in Mapua
- Around Brightwater (Jefferies Road)
- Around Wakefield (Pigeon Valley).

The FDS recognises the need to provide for some greenfield development in case it is needed, while aiming to protect rural land of high productive value where possible. Further expansion of urban areas onto adjacent rural land with high productive value is minimised compared to past trends.

With ongoing demand for a range of rural living options in Tasman, the FDS recognises that there is also a need to continue to supply un-serviced rural-residential options in appropriate locations. Locations have been identified on land that is not of high productive value, with access to smaller centres and in locations where they complement existing rural-residential zones.

BUILDING UP – PROMOTE INTENSIFICATION AND REDEVELOPMENT OF EXISTING URBAN AREAS

The FDS signals a substantial change from past growth patterns which have tended to be based on lower density urban expansion. Of the 8,166 extra houses planned for the Nelson Urban Area, around 4,877, or 60%, would be in the form of more intensive housing. Additional intensification areas in Nelson may be identified as work is undertaken on how to manage sea level rise risks.

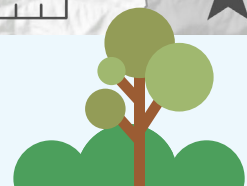
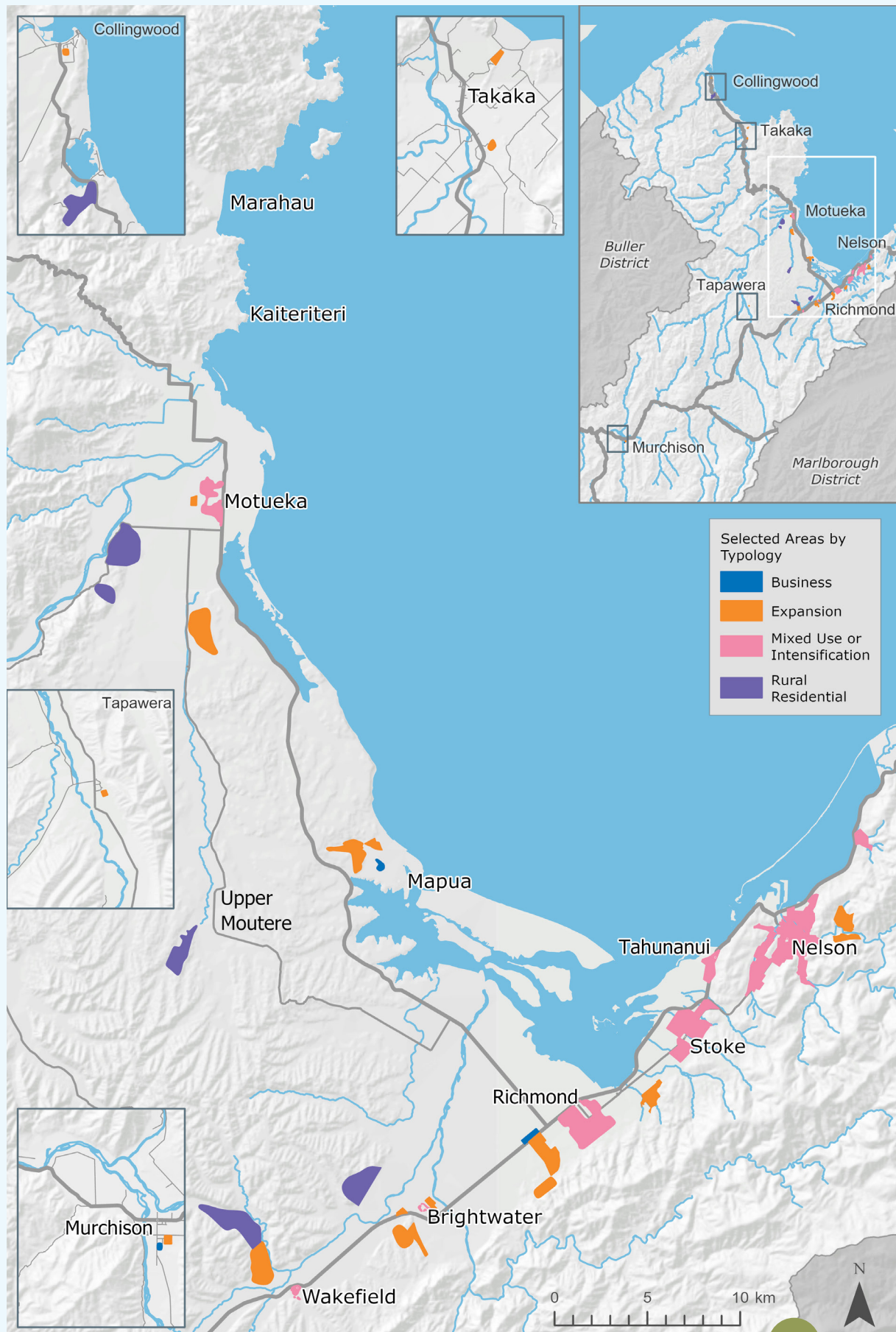
The FDS actively promotes intensification and redevelopment of existing urban areas, with this growth clustered around the Nelson City Centre, Stoke and Richmond centres. Some intensification will also be enabled in Wakefield, Brightwater and Motueka.

This will encourage an urban form that:

- Supports more frequent and more efficient public transport services and active modes of transport to help address growing congestion
- Enables more efficient use of existing infrastructure
- Locates housing closer to where people work



Figure 5. Types of development in selected growth areas



Some land with high productive value is identified around Richmond as possible growth areas, but land ownership is fragmented here and development of this land is timed for the third decade of the FDS, dependent on overall growth rates. Some smaller areas of land with high productive value in Tasman, are identified as possible growth areas but these are included to provide smaller settlements with some growth options.

Not all of the expansion areas identified may be required, depending on rate of population growth. If intensification is successful in accommodating growth then some or all of these expansion areas may not be needed within this timeframe. Equally, if growth rates are slower than anticipated, then the need for all of these expansion areas will also be reassessed in subsequent reviews of the FDS.

The FDS does not propose developing new large, satellite settlements due to the public infrastructure costs involved, and due to the ability to accommodate growth through intensification and controlled expansion of existing centres.

PROVIDING FOR GROWTH IN SMALL RURAL SETTLEMENTS

Future housing areas are also identified around some of the smaller settlements in Tasman to provide for their on-going growth and to support housing choice. Enabling the on-going growth of smaller townships of Murchison, Takaka, Collingwood and Tapawera is important for the long term sustainability of these settlements. In Takaka, some land of high productive value may be required for future growth in order to assist with demand arising from the growth of Port Tarakohe.

A range of additional rural-residential areas across Tasman are identified, while noting that further rural-residential options in Murchison will need to be explored through the future Tasman District Plan review.

GROWTH ALLOCATION – PROVIDING FOR FUTURE GROWTH ACROSS NELSON AND TASMAN

The capacity identified provides for high population growth over the next 30 years. If population growth is slower than expected then not all capacity will be needed over this timeframe.

The yields from the growth areas identified are estimates only. There is further work to be done to interrogate and confirm the preferred long term growth areas in the FDS, and capacity numbers will be refined and adjusted as detailed planning is undertaken. This includes further detailed investigations to:

- Identify and plan for efficient and effective investment to deliver the infrastructure required to enable growth (including cumulative impact analysis on the wider state highway network)
- Determine the feasibility of preferred long term growth areas – this will be undertaken as part of future NPS-UDC capacity for housing and business development assessments (although initial servicing requirements and costs have been considered)
- Undertake and progress the detailed statutory planning processes required to ensure future growth areas are zoned.

Some sites may be found not to be suitable or feasible, and therefore may not proceed to development. Similarly some landowners may not wish to release their land for development. It is also important that the supply of land for housing, whether by intensification or expansion, does not lag behind demand. This helps to address one possible contributor to high housing prices.

The FDS provides future housing capacity in the following locations (see Table 1).



Table 1. Long term housing capacity by broad location

Area	Decade 2: 2029 – 2038	Decade 3: 2039 – 2048	Total
NELSON			
Central**	2,288	154	2,442
Stoke**	313	981	1,294
Dodson**	190	–	190
Kaka Valley**	614	228	842
Saxton**	819	–	819
Nelson total	4,223	1,363	5,586
TASMAN			
Richmond**	952	–	952
Richmond South**	–	1,628	1,628
Brightwater	403	660	1,063
Wakefield	251	1,229	1,480
Mapua	619	128	747
Motueka	864	–	864
Mariri Hills	–	1,360	1,360
Upper Moutere	95	–	95
Murchison / Takaka	233	–	233
Collingwood / Parapara	200	–	200
Tapawera	40	–	40
Tasman total	3,658	5,005	8,663
Nelson Tasman total	7,882	6,368	14,249

*Does not include intensification areas identified in Table 3 (on the following page) which could provide approximately 1,300 further dwellings.

**Nelson Urban Area

2.5 BUILDING UP – FUTURE INTENSIFICATION AREAS IN MORE DETAIL





The FDS proposes significant development in and around Nelson City Centre, areas to the south of the city centre, Stoke and Richmond. Both Councils strongly support intensification where it is currently feasible in order to accommodate growth now. There are some areas which are ready to go for intensification. Intensification in these areas can help support passenger transport services, bring people close to shops, jobs and activities and provide opportunities for different housing choices. Changes in the next Long Term Plan as a result of the intensification action plan

will enable future intensification areas to be brought forward.

Intensification is also proposed in Motueka, Brightwater and Wakefield to help meet the long-term housing needs of these townships, such as the ability for residents to ‘age in place’.

These intensification areas will provide capacity that is over and above current rule frameworks in District Plans. These areas may also provide for modern typologies such as tiny houses, minor units, co-housing, or division of existing houses into two or more houses. Intensification areas are locations where it is anticipated that over time the housing stock will change into a much more built-up form.

Table 2. Future intensification areas

Type of intensification*	Locations	Estimate of capacity
 Mixed use area in and around city centre – some four to six storey apartments	Nelson City Centre	676
 Some three storey terrace housing, some low rise apartments, some mixed use development– shops on the ground floor with apartments above	Waimea Road, Hospital/Nelson South, Victory, Stoke Centre, St Vincent, Brightwater Centre, Richmond, McGlashen redevelopment	2,137
 Two storey terrace housing and town houses on some sites	Dodson, Fairfield Park, The Black Cat, Stoke School, Arapiki, Isel, Washington Valley, The Brook, Nayland, Motueka, Wakefield Church land, Wakefield	2,668
 Additional infill units and townhouses on some sites	The Nile	90
Total		5,571

*Does not include intensification areas identified in Table 3 below which could provide approximately 1300 further dwellings.

2.6 BUILDING UP – FUTURE INTENSIFICATION AREAS SUBJECT TO FURTHER INVESTIGATION

Some parts of Nelson City that are highly attractive for intensification are subject to sea level rise risks, such as central areas like Weka, The Wood, Vanguard, Gloucester and areas around Tahunanui. Further development in these areas is contingent upon Nelson City Council developing a climate change adaptation strategy and there being feasible and cost effective solutions to manage climate change risks. For example, the central city area may have sufficient investment to warrant a 'defensive' strategy; that is, building new infrastructure that can protect some areas from sea level rise. This investment includes the port, state highway, and the wide range of social facilities in the Nelson City Centre. In this case, further intensification can help support the implementation of a defensive strategy through redevelopment involving new building forms, as well as financially through providing growth funding to supplement the non-growth investment required.

The additional number of dwellings that could be accommodated in these areas subject to sea level rise constraints is not included in the overall capacity numbers identified in Table 2 at this stage. Once the climate change adaptation work is complete, the FDS will be updated accordingly.

Initial investigations as part of the FDS suggest that these areas, shown in Table 3, could accommodate around 1,300 additional houses. The FDS does not suggest the timing of development in these areas. This will be determined once detailed work has been undertaken and when the FDS is reviewed.

Table 3. Future investigation areas in Nelson

Future investigation areas
N-16 Weka
N-291 The Wood
N-17 Vanguard
N-18 Gloucester
N-26 Tahunanui Drive
N-34 Beach Road



2.6.1 WHAT INTENSIFICATION MIGHT LOOK LIKE

The FDS places an emphasis on the intensification of areas within walking distance of town centres. This is in response to community feedback, as well as the benefits of making better use of existing infrastructure and services. Intensification also provides opportunities for alternative ownership models such as co housing.

Intensification does mean that the character of some areas of the city and towns will change over time. Intensification can take many forms, from small scale accessory units and tiny houses on existing sites to redevelopment around the edges of town centres, with apartments above shops and workplaces. This may involve removal of an existing house and replacement by several new ones or by 'infill' where the existing house remains and another is added to the site. Where a number of sites are amalgamated to form one large development site, comprehensive redevelopment may occur.

Currently, intensification is only a small part of the housing market in the Nelson Tasman regions. To be commercially viable, intensification of existing urban areas needs to involve sites being able to be redeveloped so that they can take a 'step up' the density

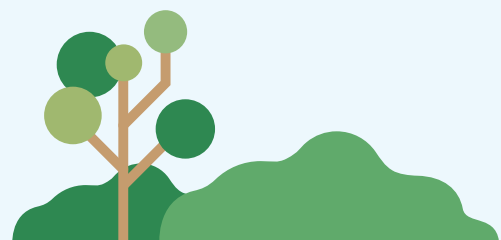
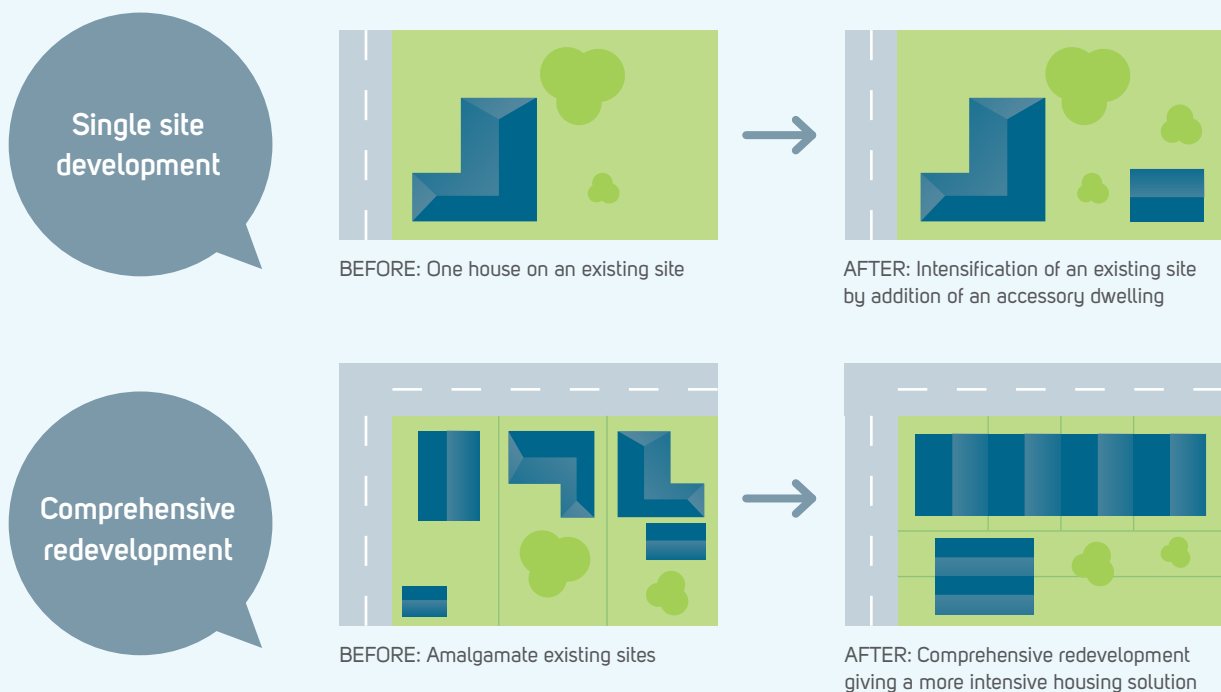
ladder – as land values rise, single storey stand-alone houses may be replaced by two storey town houses, for example. Closer to centres, three storey terrace houses may be necessary. In town centres where higher land values are present, four to six storey apartment buildings need to be provided for.

Whether or not existing sites are redeveloped is controlled by landowners. While District Plan zoning will need to change in some areas identified by the FDS, to enable more intense development, the uptake of the opportunities provided is dependent upon a wide range of factors that are not controlled by the Councils. These factors include landowner circumstances, development feasibility and market demand, capacity of skilled labour, construction costs and methods, and banks' lending policies.

Typically, areas identified for intensification redevelop over a period of time as development occurs site-by-site. This provides time for existing residents to adjust to the changing character.

A range of actions will need to be taken by the Councils to incentivise intensification. An Intensification Action Plan will need to be prepared, as discussed in the implementation section.

Figure 6. Growth by intensification



2.7 BUILDING OUT – FUTURE EXPANSION AREAS IN MORE DETAIL

The FDS recognises the need to provide for managed expansion of existing settlements to provide for housing and locational choice, as intensification alone would not provide sufficient capacity in a high growth scenario due to limited suitable areas. In terms of urban expansion options, the FDS identifies a number of sites that may be made available in decades 2 and 3 of the lifetime of the FDS.

2.7.1 EXPANSION AREAS FOR DECADE 2 (2028 – 2038)

Kaka Valley and Saxton, Nelson

Urban expansion is provided for on the edges of Nelson City with housing development identified in the Kaka Valley and Saxton areas. These areas adjoin the existing urban area and are in close proximity to centres and employment areas, and in the case of Saxton, already serviced. Saxton does contain land of high productive value, but the location of the area close to the existing urban area means that, overall, there is greater benefit to the region from developing the land for housing than retaining it for rural activities.

Brightwater

The FDS proposes further housing in and around Brightwater. Smaller expansion areas such as Bryant Road and Wanderers Avenue around Brightwater are proposed in decade 2.

Mapua

In Mapua, a future expansion area has been identified around Seaton Valley, involving more intensive use of land that is currently zoned for rural residential development. The area forms a suitable area for a medium density expansion of the settlement, being integrated with the surrounding development areas.

Takaka

Consolidating housing growth in the boundaries of the existing Takaka settlement would require comprehensive flood control measures to be put in place. As a result, the FDS has identified development options to the north and south that can readily link with the town and can provide for growth of Port Tarakohe. This builds on small existing communities at Park Avenue and Rototai Road.

Tapawera

Tapawera faces significant growth pressures arising from a growing hop industry, and associated need to house workers. Also, the Tasman Great Taste Trail is soon to be constructed through the town which will increase demand for accommodation and hospitality services. Growth options to the north of the township are constrained by the presence of natural hazards. The southern option, close to school and open space and recreation areas, is likely to be more resilient.

Murchison

Murchison has benefited from tourism growth and is experiencing a shortage of affordable and accessible land. Residential land requirements are modest but a new growth area has been identified at Hotham Street. There is also a need for rural residential opportunities in the wider area around Murchison. These options will need to be explored further through the Tasman District Plan review process.

2.7.2 EXPANSION AREAS FOR DECADE 3 (2038 – 2048)

Brightwater and Wakefield

Two larger, long term expansion areas have been identified: Jefferies Road, Brightwater (including along the ridge of the Shannee Hills) and the lower area of Pigeon Valley, Wakefield. These significant expansion areas are on land that is not of high productive value. These areas may or may not be needed within the 30 year time span of the FDS depending on population growth rates. While this development has the effect of placing people further from main employment areas, the trade-off is the protection of land of higher productive value which is adjacent to Richmond and Motueka. On the positive side, more people in these towns will strengthen local services and communities.

Motueka

The settlement of Motueka faces some particular challenges in the future due to natural hazards and presence of land of high productive value. The Lower Moutere hills area to the south of Motueka represents a resilient opportunity for Motueka to grow, while avoiding these hazards and use of highly productive land.



Richmond South

Further urban expansion in the Richmond South area onto land of high productive value is minimised so as to protect the bulk of the productive land resource and restrict development to an area already in fragmented ownership. To avoid too much expansion over productive land, the FDS proposes development of the eastern foothills south of Richmond (either side of Paton Road and Hill Street south). Land here is proposed for a range of densities with lots from 300 square metres to 1,000 square metres in the foothills. This area is adjacent to Richmond and is easily served by extensions of existing infrastructure and public transport networks.

2.7.3 WHAT MIGHT URBAN EXPANSION LOOK LIKE?

In taking a managed approach to building out, the FDS seeks to encourage more effective use of rural land that is to be developed for housing both in terms of a wider range of housing choices as well as better open spaces and management of environmental effects, like stormwater run-off.

Urban expansion can take a variety of forms, from 'traditional' suburban development to master planned communities that provide for a range of housing densities and housing forms from stand-alone

houses through to terraced housing. In other cases, a clustered approach may be taken, with a dense core surrounded by areas for larger lots and restoration of natural features. Greenfield locations also allow for intensification; that is a more intensive pattern of development is planned for at the time of subdivision, such as space for apartments to be developed at a later date close to a neighbourhood centre, or terraced housing arranged around a local park, with vehicle access by way of a rear lane. The different types of urban expansion are shown in Table 4 (on the following page).

New urban areas may be subject to structure planning before rezoning, subdivision and development. The structure plan will take a large area and may well see part of the area identified for large lot development or similar, with other areas identified for more intensive housing. Structure plans also provide for an integrated approach to stormwater management and roading patterns that support passenger transport and active modes across multiple properties. Typically, 30% to 40% of greenfield areas will be devoted to roads, open spaces and green networks, such as stream corridors, riparian areas and wetlands, rain gardens and similar for stormwater treatment.

Figure 7. Growth by expansion

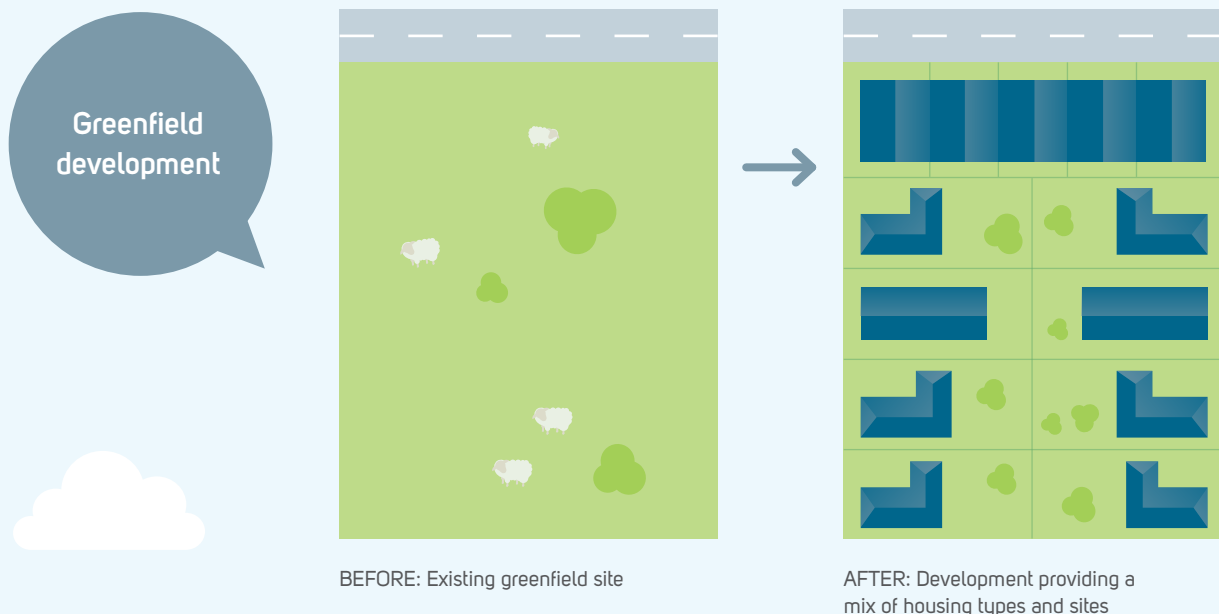


Table 4. Future urban expansion and rural residential areas

Type of urban expansion	Locations	Estimate of capacity
 Medium density – Subdivision into smaller lots or a mix of smaller and bigger lots; average lot size of 300m ²	Saxton, Hope	1,593
 Standard density – standard residential subdivision; average lot size of 550m ²	Kaka Valley, Bryant Road, Wanderers Avenue, Paton Road Foothills, Seaton Valley Flats	1,552
 Medium to low density – Lower density residential subdivision; average lot size 700m ²	Orchard Flats, Tapawera South, Jefferies Road, Lower Moutere Hills, Pigeon Valley residential, Seaton Valley Hills, Seaton Valley Northern Hills, Rototai Road Takaka	4,127
 Low density – larger sections; average lot size 1,000m ²	Te Awhina Marae Papakainga, Central Takaka, Hill Street South Foothills, Collingwood, Hotham Street Murchison	638
 Large lots (serviced) – lifestyle type development; average lot size 1500m ²	Shanee Hills (Katania)	111
 Rural residential (un-serviced)	Mytton Heights, Pigeon Valley, Supplejack Valley, Teapot Valley, Parapara	657
Total		8,678

2.8 RURAL RESIDENTIAL

There is steady demand for rural residential and rural lifestyle type developments in Tasman. The potential to add additional rural-residential areas has been considered during the preparation of the FDS as this form of growth provides for housing choice and some housing capacity.

Rural residential housing can be appropriate in the right location but should not be on land of high productive value. Such development typically relies on on-site wastewater treatment and rainwater or small private water supply schemes.

The Tasman District has provision for rural residential development in its Rural 3 and Rural Residential zones, which sit within the Coastal Tasman Area between the Appleby Hills, Mapua and Mariri. It is anticipated that rural residential supply will continue to be provided in this area; the extent and regulatory framework for future provision will be reconsidered through the review of the Tasman Resource Management Plan.

Five new rural residential options are identified in the FDS in the Tasman area (providing capacity for up to 650 houses in a range of geographic locations). They are:

- Along the hills to the north and south of Mytton Heights, Motueka
- Mid to upper Pigeon Valley, Wakefield
- Parapara Valley Road, Golden Bay
- Supplejack Valley, Upper Moutere
- Teapot Valley, Brightwater.

Demand has been considered for more rural living opportunities in the Murchison area. The FDS process was not able to provide a conclusive location for future rural-residential development. Further work is needed to identify and provide ways to increase the variety of housing and houses options in and around Murchison over the medium to long term. This may be through providing more large-lot or rural-residential growth in appropriate locations.

2.9 BUSINESS LAND

Analysis of existing stock and future business land needs shows that even under a high growth future there is no need for additional business or industrial areas, providing that existing zoned land in Richmond and Nelson is used effectively. Analysis suggests that under a high growth future, there will be demand for up to 135 hectares of business and commercial floor space. The current capacity is 235 hectares, leaving a surplus of 100 hectares. This, however, assumes that businesses would be happy to potentially share sites with existing occupiers or locate in a less than optimal location. Also, the surplus of business land is not evenly distributed across the region, so thought has been given to providing for the needs of all settlements.

In order to offer a future prime business location in Richmond, an option has been identified near Hope adjacent to the existing designation for the Hope bypass. If the bypass were to be developed, the business site would be between the new and old state highways. If the bypass is not developed and the existing designation is removed, then the appropriateness of this proposed business area would need to be reviewed.

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

- **Mapua (Seaton Valley and Mapua Drive junction) – new commercial centre.** This area is partly zoned deferred residential and is likely to be partly developed. Only the northern area of the area may be required for additional business uses
- **Murchison (Fairfax St South) – light industrial.** There are few other obvious options and additional industrial space will support the growth of the town. However this location could be equally appropriate for residential development and the Tasman Plan review process should consider this. In such a situation, alternative additional land for light industrial use would need to be identified for the town. Further commercial land in Waller Street also needs to be explored through the Tasman District Plan review
- **Takaka.** While there is no identified need for additional commercial space, there is a need for additional industrial land. A number of options have been looked at, including the land in the centre of the Commercial-Motupipi-Meihana Streets triangle, which may require some flood mitigation measures. The best option for new light industrial land will need to be considered through the Tasman District Plan review and could be located in the vicinity of Park Avenue, or elsewhere in the wider Takaka area.

In relation to the Nelson Urban Area, the move towards intensification means more demand for local shops and services in the areas that will accommodate additional housing. This may mean that existing commercial areas need to expand or be enabled to develop more intensively. This can be achieved by the mixed use areas identified in Nelson, which may include shops and offices on the ground floor with apartments above in the city and around the fringes of suburban commercial areas.



Table 5. Demand and capacity for business land

Business land growth scenario	Demand (ha)		Capacity (ha)	
	Industrial, commercial & retail		Industrial, commercial & retail	Surplus (ha)
Low		15	235	220
Medium		64	235	172
High		135	235	100

Source: Nelson City Council and Tasman District Council

Table 6. Potential future business, commercial and industrial areas

Business Areas – Commercial and Industrial	Units (2,000 sq m lots)
Mapua Drive/Seaton Valley – commercial	45
Murchison Business – industrial	24
Richmond South Business – industrial or mixed use	52
Total units	121

2.10 SEQUENCING AND TIMING OF GROWTH

The capacity provided in the FDS is not all needed at the same time. The capacity is to be spread over a 30 year period, with the emphasis on the period from 2028 – 2048.

Sequencing the development takes into account the following factors:

- Infrastructure upgrades and investment required
- Costs and funding
- Ensuring the provision of a mix of housing choice.

Under the high growth scenario:

- 56% of housing capacity is phased for 2028 – 2038 – the second decade of this strategy
- 44% of housing capacity is phased for 2038 – 2048 – the third decade of this strategy.

If growth is slower than expected, the capacity timed for the third decade may not be needed within this timeframe.

An important aspect of sequencing is to promote intensification. Most intensification areas are timed to be on-stream by the start of the second decade or earlier if possible. In contrast, larger expansion areas, such as in Richmond South, Brightwater and Wakefield, are timed to commence in the third decade, and in Tasman, Future Urban Zones (under the National Planning Standards) will likely be used to help control this staged release. This phasing seeks to support intensification opportunities. The Councils will monitor the uptake of intensification, population growth, and demand for housing, in order to reassess the need for all of the identified expansion areas.

An Intensification Action Plan will be prepared to better determine the actions needed to support intensification. Ideally, the first phase of intensification will be enabled within the next five to seven years.

At this stage, the FDS anticipates significant intensification occurring first around Nelson City Centre, Nelson South and Richmond. This is to help build up the critical mass required to support a passenger transport corridor between these two main hubs in the Nelson Urban Area. As passenger transport services develop, intensification around Stoke is likely to become more attractive. A targeted approach to intensification also allows for infrastructure upgrades to be efficiently delivered. Smaller amounts of intensification are also planned 2028 – 2038 in Brightwater, Wakefield and Motueka.



Figure 8. Sequence of development of selected growth areas

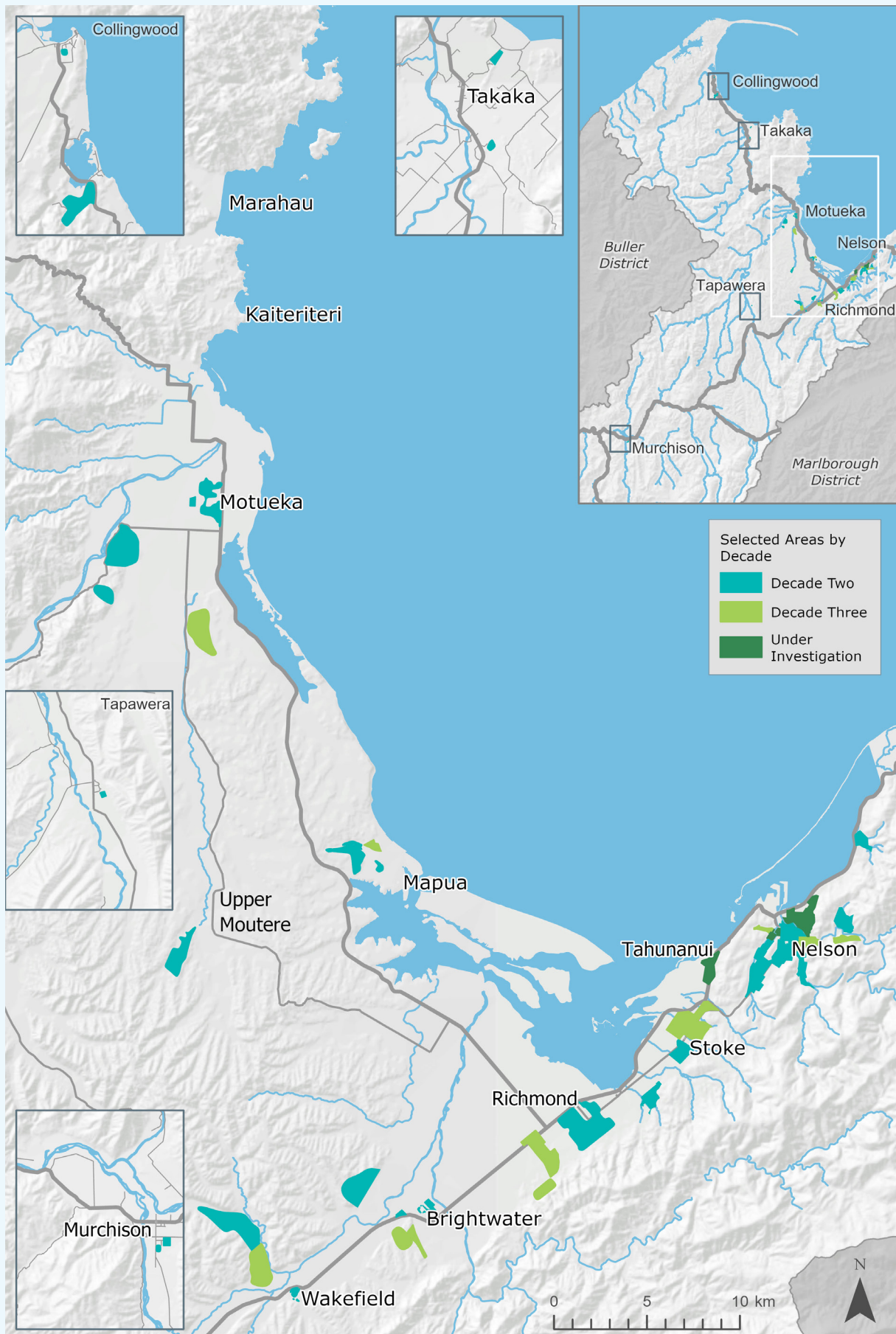


Table 7. Anticipated sequencing and timing of growth

		Proposed sequencing and timing		
Future development area		Decade 2: 2029-2038	Decade 3: 2039-2048	Estimated capacity
FUTURE DEVELOPMENT AREAS WITHIN THE NELSON URBAN AREA				
NELSON				
Kaka Valley	N-3 Kaka Valley	●		614
	N-32 Orchard Flats		●	228
FUTURE DEVELOPMENT AREAS WITHIN THE NELSON URBAN AREA				
NELSON				
Dodson	N-15 Dodson	●		190
Central	N-270 City Centre	●		676
	N-20 Fairfield Park	●		254
	N-21 Waimea Road	●		271
	N-22 Hospital/Nelson South	●		536
	N-23 Victory	●		175
	N-289 The Brook	●		275
	N-288 St Vincent	●		102
	N-287 Washington Valley		●	63
	N-19 The Nile		●	90
	Stoke	N-27 Stoke Centre	●	
N-28 Stoke School		●		254
N-29 Nayland			●	373
N-285 Arapiki			●	254
N-286 Isel			●	169
N-24 The Black Cat			●	184
Saxton	N-11 Saxton	●		819
TASMAN				
Richmond	T-22 Richmond Intensification	●		936
	T-23 McGlashen Redevelopment	●		16
Richmond South	T-38 Hope		●	774
	T-39 Paton Road foothills		●	588
	T-40 Hill Street South foothills		●	266



Table 7. Anticipated sequencing and timing of growth (continued)

		Proposed sequencing and timing		Estimated capacity
Future development area		Decade 2: 2029 – 2038	Decade 3: 2039 – 2048	
TASMAN FUTURE DEVELOPMENT AREAS OUTSIDE OF THE NELSON URBAN AREA				
TASMAN				
Richmond South	T-35 Richmond South		●	52
Upper Moutere	T-51 Supplejack Valley	●		95
Mapua	T-9 Mapua Drive/Seaton Valley	●		45
	T-11 Seaton Valley Flats	●		119
	T-33 Seaton Valley Hills	●		500
	T-42 Seaton Valley Northern Hills		●	128
Motueka	T-14 Motueka Intensification	●		580
	T-15 Te Awhina Marae Papakainga	●		64
	T-17 Mytton Heights Hills	●		220
Mariri Hills	T-18 Lower Moutere Hills		●	1,360
Brightwater	T-01 Jefferies Road		●	549
	T-03 Shannee Hills (Katania)		●	111
	T-02 Brightwater Centre Intensification	●		43
	T-04 Bryant Road	●		144
	T-05 Wanderers Avenue	●		87
	T-54 Teapot Valley	●		130
Wakefield	T-29 Wakefield Intensification	●		66
	T-30 Wakefield Church Land	●		6
	T-28 Pigeon Valley Residential		●	1,229
	T-32 Pigeon Valley Rural Residential	●		179
Murchison / Takaka	T-37 Fairfax Street	●		24
	T-57 Hotham Street, Murchison	●		70
	T-26 Central Takaka	●		70
	T-48 Rototai Road, Takaka	●		93
Collingwood / Parapara	T-44 Parapara	●		32
	T-53 Collingwood	●		168
Tapawera	T- 56 Tapawera south	●		40
Total		7,882	6,358	14,249



2.11 HOW WILL THE FDS RESPOND TO DIFFERENT LEVELS OF GROWTH?

The capacity identified in the FDS is sufficient to accommodate housing and business growth if population growth continues to be high (high growth scenario) over the next 30 years. While the regions have experienced high growth in the last five years and it is expected growth will continue to be high, it is possible that population growth will not be as fast as projected, over the next 30 years. If this is the case, then some of the additional capacity identified in the FDS will not be required in the next 30 years.

If the population growth rate follows the medium growth scenario, then the FDS will need to provide capacity for approximately 2,000 extra houses. The makeup of the population will also be different under a medium growth scenario; with larger numbers of older people and fewer people of working age, when compared to a high growth scenario.

The capacity identified as phased for decade two of the FDS (2028–2038) provides space for almost 8,000 houses. This capacity includes rural-residential development and room for growth of the smaller settlements in Tasman. This capacity identified for the main settlements would comfortably accommodate growth between a medium to high projection over the period 2018–2048, taking into account current plans.

The development areas proposed for the decade two of the FDS provide for a mix of intensification and urban expansion, and growth in both Nelson and Tasman.

Around 55% of additional housing would be in intensification areas and 45% in expansion areas. The mix of intensification and expansion reflects the strong support for intensification of existing areas and the overall strategy which supports intensification and compact growth.

The capacity phased for decade two would therefore provide a reasonable basis upon which a medium growth response could be refined over a longer period.

If monitoring of population and housing growth over the next 5 to 10 years indicates that Nelson and Tasman are growing on a medium, rather than a high track, then subsequent reviews of the FDS will need to reassess:

- The make-up of the development areas in the first stage of the FDS
- Whether and in what circumstances the areas phased for decade three (2038–2048) are needed to cater for development.

Factors that should be taken into account in whether areas phased for development in the third decade are needed, may include:

- Land and house prices relative to median values in other similar sized regions
- Housing affordability indicators
- Housing and business capacity assessments
- Building permit data
- Housing preferences.

Table 8. Estimated capacity of the development areas phased to occur between 2029 and 2038

Area	Estimated capacity: Phased for Decade 2: 2029–2038
Nelson Urban Area	5,175
Rest of Tasman	2,707
Total	7,882



2.12 SUPPORTING INFRASTRUCTURE

As the urban areas grow over the next 30 years, infrastructure will need to keep up with (and in some situations be ahead of) the pace and scale of growth.

Investment in infrastructure has long term consequences and shapes how well urban areas and rural settlements function for future generations. To help incentivise intensification, some development may need to be infrastructure-led, in particular by changes to transport systems such as an emphasis on developing passenger transport services in areas identified for intensification.

The growth expected over the next 30 years presents a number of infrastructure challenges and opportunities, including:

- Coordinating planning and aligning investment to enable growth
- Improving performance and creating resilient infrastructure networks
- Affordability
- Working with other infrastructure providers and across joint infrastructure assets.

To enable growth it will be necessary to deliver infrastructure at the right time and in the right locations, while taking into account the long term cost of providing, managing and maintaining infrastructure. If not managed carefully, the scale of infrastructure investment may have significant impacts for the Councils, ratepayers and other infrastructure providers.

The two Councils' existing Infrastructure Strategies and Long Term Plans set out infrastructure investment that is already planned for and guides how and when growth will occur in the short term. In the longer term, the sequencing of future growth proposed in the FDS will influence the timing of investment in the infrastructure networks needed to service these areas.

Preparation of the FDS has involved a scan of infrastructure constraints and opportunities, including an assessment of order-of-magnitude of servicing costs for comparison purposes. Table 9 shows the type of infrastructure investment that is likely to be required to enable growth in the residential areas identified, and whether investment is already planned for. For transport, cumulative impact analysis of all the areas on the wider state highway network needs to be investigated. Infrastructure investment planned for development areas may need to be revised when the Infrastructure Strategies are reviewed to enable the level of growth proposed. Detailed investigations on infrastructure options and costs, including for potential business areas and for Nelson's climate change adaptation strategy, will be undertaken during the review of the Infrastructure Strategies.



Table 9. Council infrastructure planning and investment required to enable future growth

TABLE KEY

- No infrastructure investment or only minor investment required (\$1million or less for each service)
- Infrastructure investment funded in the Long Term Plan, or planned for, wholly or in part, in the Infrastructure Strategy
- Investment required but not funded in the Long Term Plan or planned for, wholly or in part, in the Infrastructure Strategy

Future development area		Council infrastructure investment				
		Water supply	Wastewater	Stormwater	Transport	
FUTURE DEVELOPMENT AREAS WITHIN THE NELSON URBAN AREA						
NELSON						
Kaka Valley	N-3 Kaka Valley	●	●	●	●	
	N-32 Orchard Flats	●	●	● ¹	●	
Dodson	N-15 Dodson	●	●	●	●	
Central	N-270 City Centre	●	●	●	●	
	N-20 Fairfield Park	●	●	●	●	
	N-21 Waimea Road	●	●	●	●	
	N-22 Hospital/Nelson South	●	●	●	●	
	N-23 Victory	●	●	●	●	
	N-289 The Brook	●	●	●	●	
	N-288 St Vincent	●	●	●	●	
	N-287 Washington Valley	●	●	●	●	
	N-19 The Nile	●	●	●	●	
	Stoke	N-27 Stoke Centre	●	●	●	●
		N-28 Stoke School	●	●	●	●
N-29 Nayland		●	●	●	●	
N-285 Arapiki		●	●	●	●	
N-286 Isel		●	●	●	●	
N-24 The Black Cat		●	●	●	●	
Saxton	N-11 Saxton	●	●	●	●	
TASMAN						
Richmond	T-22 Richmond Intensification	●	●	●	●	
	T-23 McGlashen Redevelopment	●	●	●	●	
Richmond South	T-38 Hope	● ²	● ²	●	●	
	T-39 Paton Road foothills	●	●	●	●	
	T-40 Hill Street South foothills	●	●	●	●	

¹ Assumes investment in N-3

² Assumes investment in T-39 has occurred

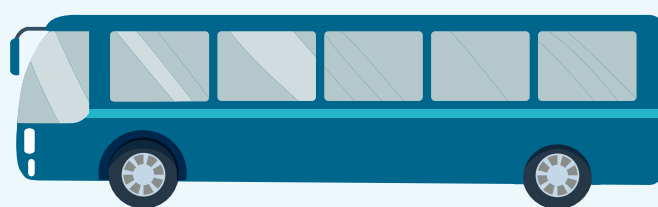
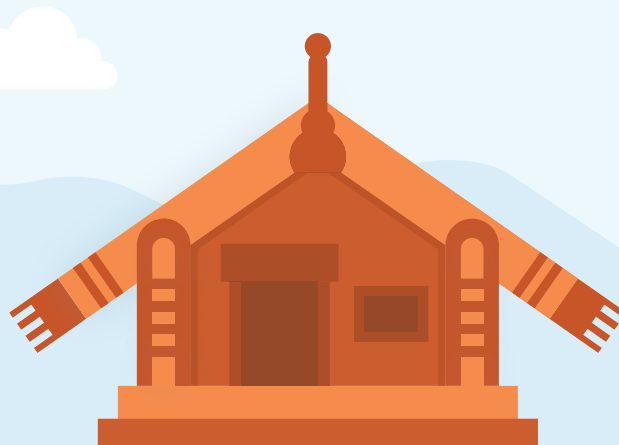


Table 9. Council infrastructure planning and investment required to enable future growth (continued)

Future development area		Council infrastructure investment			
		Water supply	Wastewater	Stormwater	Transport
FUTURE DEVELOPMENT AREAS OUTSIDE OF THE NELSON URBAN AREA					
TASMAN					
Upper Moutere	T-51 Supplejack Valley	●	●	●	●
Mapua	T-11 Seaton Valley Flats	● ³	● ³	●	●
	T-33 Seaton Valley Hills	●	●	●	●
	T-42 Seaton Valley Northern Hills	●	●	●	●
Motueka	T-14 Motueka Intensification	●	●	●	●
	T-15 Te Awhina Marae Papakainga	●	●	●	●
	T-17 Mytton Heights Hills	●	●	●	●
Mariri Hills	T-18 Lower Moutere Hills	●	●	●	●
Brightwater	T-01 Jefferies Road	●	●	●	●
	T-03 Shannee Hills (Katania)	●	●	●	●
	T-02 Brightwater Centre Intensification	●	●	●	●
	T-04 Bryant Road	●	●	●	●
	T-05 Wanderers Avenue	●	●	●	●
	T-54 Teapot Valley	●	●	●	●
Wakefield	T-29 Wakefield Intensification	●	●	●	●
	T-30 Wakefield Church Land	●	●	●	●
	T-28 Pigeon Valley Residential	●	●	●	●
	T-32 Pigeon Valley Rural Residential	●	●	●	●
Murchison / Takaka	T-57 Hotham Street, Murchison	●	●	●	●
	T-26 Central Takaka	●	●	●	●
	T-48 Rototai Road, Takaka	●	●	●	●
Collingwood / Parapara	T-44 Parapara	●	●	●	●
	T-53 Collingwood	●	●	●	●
Tapawera	T- 56 Tapawera south	●	●	●	●

³ Assumes investment in T-33 has occurred



2.12.1 TRANSPORT

Transport is critical to the efficiency and liveability of urban areas and rural communities. It helps people get to work, and school and to participate in recreational and community activities. Access to the port and airport is important for economic activity. Transport infrastructure also has a strong influence on urban form and it is important to integrate transport planning and investment with planning for growth to ensure that the regions see the best long term outcomes.

Car dependency creates issues around the current and future liveability of the Nelson Urban Area. The narrow, north south form of the Nelson Urban Area results in congestion and delays along key corridors, but also provides opportunities to develop alternative modes of transport, such as a public transport spine and active transport modes like walking and cycling.

The nature of transport investment to support urban expansion areas is an important issue to be addressed. It is necessary to provide transport infrastructure to the expansion areas, but at the same time, 'over' investment in road capacity may undermine support for intensification. The existing transportation network in Richmond is coming under more pressure as the number of people living and working in the wider area grows. Longer term, there may be options to expand a passenger transport spine to the south, linking to Wakefield and Brightwater, but in the short term, housing growth will need to be co-ordinated with upgrades to the road network.

Transport is also the biggest source of carbon emissions and while in the longer term the growing use of electric vehicles may help address this, there is still a need to address congestion and reduce emissions from transport to meet zero carbon aspirations. The strategy of building up existing urban areas will help by supporting more frequent and efficient public transport and active transport modes.

2.12.2 THREE WATERS

Water supply, wastewater and stormwater impacts on the daily lives of communities and the quality of the environment. As the regions grow, a number of challenges will arise with the funding and managing of three waters infrastructure, including:

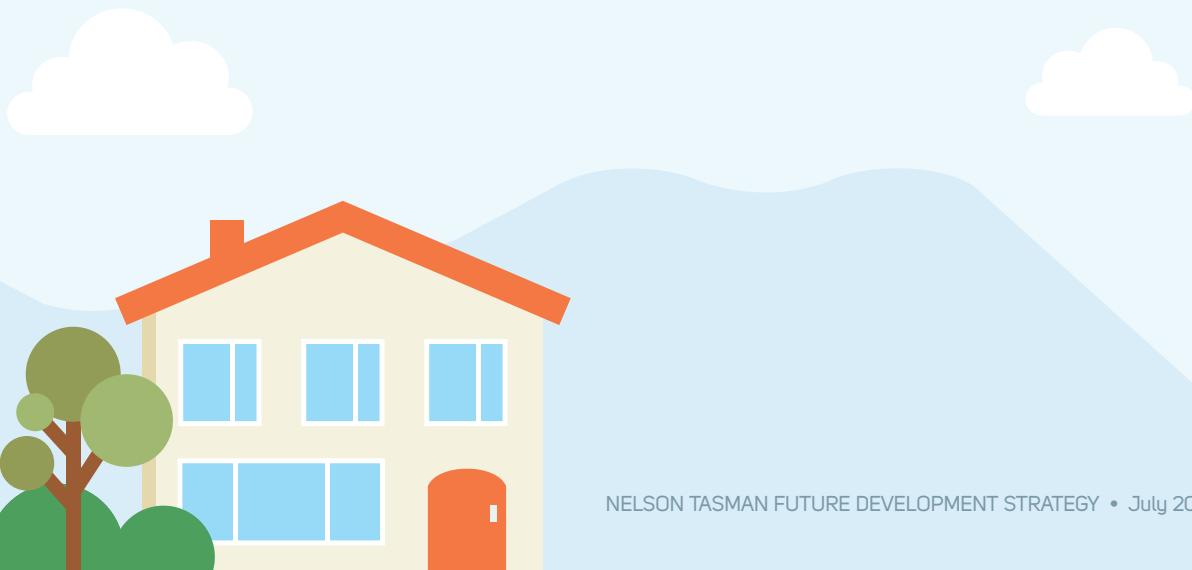
- Balancing the need to invest in new infrastructure to support growth with the need to maintain and renew existing infrastructure
- Increasing national standards and community expectations relating to the quality of drinking water and around ensuring that the impact of stormwater on the environment is reduced
- The potential impact of climate change and rising sea level on infrastructure.

Providing growth by enabling intensification or through urban expansion will require investment in three waters' infrastructure.

2.13 COMMUNITY FACILITIES AND INFRASTRUCTURE

Community facilities contribute to building strong, healthy and vibrant communities by providing spaces where communities can connect, socialise and participate in a wide range of social, cultural, art and recreational activities. These activities foster improved lifestyles and a sense of belonging and pride among residents.

Promoting intensification in existing settlements and expansion around current settlements means that there may be a need to upgrade and increase the capacity of existing community facilities. In expansion areas, there will be a need to invest in new community infrastructure like reserves, sports facilities, community centres and libraries. Other community infrastructure like schools and healthcare facilities are not provided by Council, but may also need to be expanded.





2.14 KEY RISKS

Any strategy that looks out over 30 years will be subject to a range of risks and uncertainties.

In developing the FDS, the following risks have been identified, along with associated mitigation strategies:

Table 10. Key risks and mitigation strategies

Risk	Nature of Risk	Mitigation
Rate of growth	Housing and business growth may be faster or slower than expected. This may lead to the under or over provision of capacity and associated public infrastructure.	Plan for a high growth future, but monitor growth rates and adjust the speed of implementation as needed. Stage and sequence growth and infrastructure provision over the planning period.
Type of growth	Housing preferences (location and type) may change more quickly than anticipated.	Provide for a range of choices in the FDS. Monitor uptake, housing preferences and adjust as needed.
Location of growth in relation to transport networks	Unless land use and transport planning is integrated, then land use development may occur in areas costly to serve with transport infrastructure. Equally, new transport investments that do not consider land use responses over time, may undermine the strategy.	Development of integrated policy, such as Regional Policy Statements and Regional Land Transport Plans being aligned with the FDS.
Development take up	Landowners and developers may not take up the opportunities provided due to a range of factors	Monitoring of supply pipeline and take up of development. Liaison with the development community and affected landowners. The FDS signals long term potential sites to landowners.
Climate change	The rate at which climate change occurs may be faster than predicted.	Development of areas prone to sea level rise in Nelson City subject to a climate change adaptation strategy being in place. Sequencing and timing of areas to be determined, which will allow for development of a comprehensive response based on up to date information.
Feasibility of intensification	The uptake of intensification options may be less or more than anticipated, given the 30 year time frame.	The strategy identifies a substantial 'pool' of intensification options, with the estimate of total potential housing capacity across the region relatively conservative. There is considerable scope for the Strategy to accommodate faster rates of intensification, should that transpire. Development of the Intensification Action Plan. Should the demand for intensification be less than anticipated, then ample greenfield development options exist.
Co-ordination across public agencies	Implementation will require on-going co-ordination between Nelson and Tasman, as well as with key central government agencies, such as the New Zealand Transport Agency.	Set in place a structure that enables cross boundary co-operation on implementation of the FDS This could be a joint planning committee or similar.

Monitoring and review requirements are further identified in the implementation section.

3 IMPLEMENTATION

Implementation of the FDS requires the use of a broad range of Resource Management Act and Local Government Act mechanisms to both provide for and incentivise development in the range of locations identified.

Both Councils' future Infrastructure Strategies, Financial Strategies, Long Term Plans, Asset Management Plans, Regional Land Transport Plans, Regional Policy Statements and Resource Management Act plans will need to be reviewed and updated to be consistent with the FDS outcomes, and assist in implementing these outcomes.

The process involved in the review of these plans and strategies may result in further refinement of the FDS. For example, more detailed investigations of infrastructure costs may show that some areas are not feasible to develop. In this case the FDS will need to be amended.

Alongside funding and partnerships, the two Councils will seek to investigate new methods to deliver future development capacity and meet the long term needs of the community. Traditional planning and funding mechanisms such as plan reviews and plan changes, targeted rates and development contributions will be used to deliver desired outcomes. New tools and mechanisms must also be considered, particularly to incentivise intensification.

Section 4 sets out the range of recommended actions identified in the FDS.

3.1 RESPONSIVE PLANNING

The Councils will undertake regular monitoring to ensure the evolving dynamics of growth in the two regions are understood and the FDS can remain relevant to these dynamics.

Not all capacity that is enabled for development will be taken up. Even if the development potential has been assessed as economically feasible it may not actually be developed, as development depends on decisions made by land owners. This dynamic is different for greenfield – for which the rate of uptake can be more readily predicted – as opposed to redevelopment of sites within the existing urban area, which is far more difficult to predict.

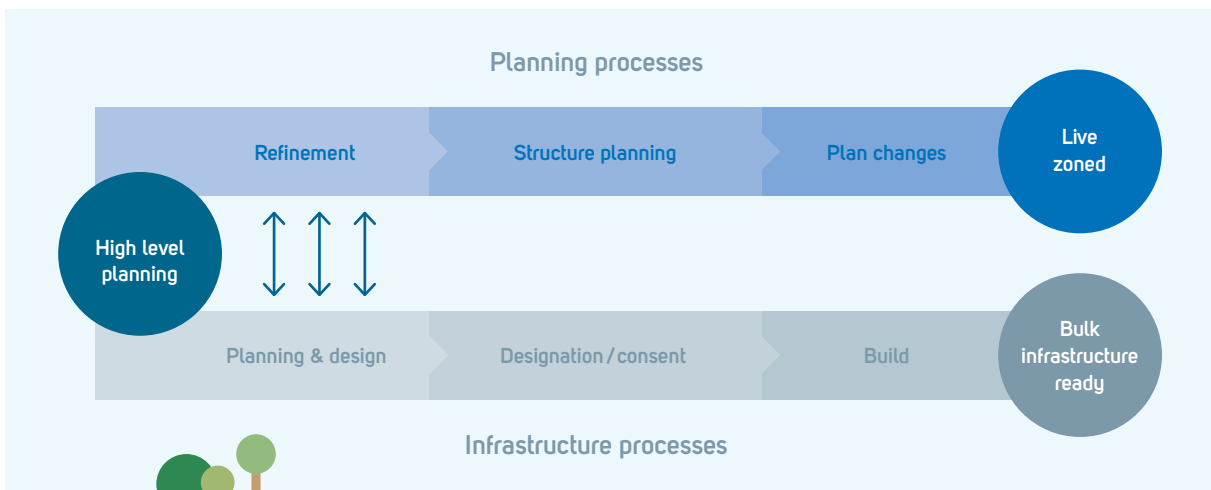
The NPS-UDC currently requires that Councils update their capacity assessments every three years.

Monitoring will allow the Councils to keep track of how development is actually occurring and whether any further actions are required to ensure there is sufficient development capacity at all times. This may involve:

- Amending the sequencing of a development area
- Enlarging a development area
- Adding a new development area
- Advancing the detailed planning for a development area, such as structure planning.

3.2 DETAILED PLANNING

The FDS is a strategy-level document. Before any development can occur in the areas identified, detailed planning needs to be undertaken to confirm feasibility and determine land use and infrastructure. This will involve place-specific consultation.



3.3 RESOURCE MANAGEMENT DOCUMENTS

The FDS signals a range of changes to the two Councils' Regional Policy Statements and Resource Management Plans. Subject to the requirements and assessments for policy changes under the Resource Management Act, both Councils intend to amend their respective Regional Policy Statements to incorporate the high level principles established in the FDS.

Following (or in conjunction with) any change to the Councils' Regional Policy Statements, the Councils may either initiate Resource Management Plan changes or incorporate the FDS into reviews of their respective District Plans. This may be to rezone areas for more intensive development and to provide for the first phase of expansion areas.

3.4 SPATIAL PLANNING

Planning for development sequenced for the second decade will need to progress over the next three to five years and this will be done through a number of mechanisms, including the District Plan reviews underway in each Council.

As the FDS was being prepared, a series of development principles was compiled to help guide how detailed planning of areas should be carried out. These are shown below.

3.4.1 URBAN EXPANSION

Structure plans are an important method for establishing the pattern of land use and the transport and services network within an expansion area. They provide a detailed examination of the opportunities and constraints relating to the land including its suitability for various activities, infrastructure provision, geotechnical issues and natural hazards. They should identify, investigate and address the potential effects of urbanisation and development on natural and physical resources in the structure plan area and in neighbouring areas, particularly those that have been scheduled in the Resource Management Plan in relation to natural heritage, mana whenua, natural resources, coastal environment, historic heritage and special character. Structure plans may therefore be prepared for large expansion areas.

Under the recently promulgated National Planning Standards, that both Nelson and Tasman Councils are yet to implement, it appears that the "future urban zone" will be an appropriate tool to use which will defer future development areas.

DEVELOPMENT PRINCIPLES ASSUMED TO APPLY IN ALL FUTURE DEVELOPMENT AREAS

- Development of any selected option should support good urban design within the development area (streets, open spaces, built environment, walking and cycling and should have good access to sun and natural light)
- Streams, coastlines, areas of native vegetation within development areas are protected and enhanced
- New stand-alone greenfield urban areas and areas of expansion should be of a sufficient size to support local neighbourhood services and community facilities
- Infill or redevelopment areas should support an improved network of centres and multi-modal transport options and provide good access to open space
- Growth areas may be subject to structure/master planning before rezoning and development occurs, identifying areas to be set aside



3.4.2 URBAN INTENSIFICATION

For areas of urban redevelopment, urban structure (roads, open spaces, facilities) is already in place. It is common for concept plans to be prepared which identify interventions and actions that would support and enable the level of redevelopment anticipated. Two important strategies will be:

Climate change adaptation

A key aspect of the FDS is the potential for further development of areas in Nelson City subject to sea level rise, especially the area to the north of the Nelson City Centre. A climate change action plan needs to be prepared to determine whether and in what way further development could be designed and accommodated while managing climate change risks. This might involve a mix of defensive strategies (e.g. sea walls, buffering green corridors), as well as adaptive strategies.

Intensification action plan

Intensification means more people and houses in a given area. The different types of housing mean different demands for public spaces like parks and reserves, as well as streets and town centres. To stimulate and accommodate changing living demands and patterns, an intensification strategy should be developed setting out the types of pressures and demands on public resources in areas identified for intensification and how to respond to these pressures.

The action plan also needs to look at what positive tools can be used to help promote intensification in appropriate areas. These could include:

- Strategic land acquisition to facilitate the location of more housing within and around commercial centres
- Collaboration with housing providers and pilot projects
- Education
- Review of Development Contributions policy
- Investment in transport projects that help to lead urban growth, such as proactive development of public transport.

3.5 INFRASTRUCTURE

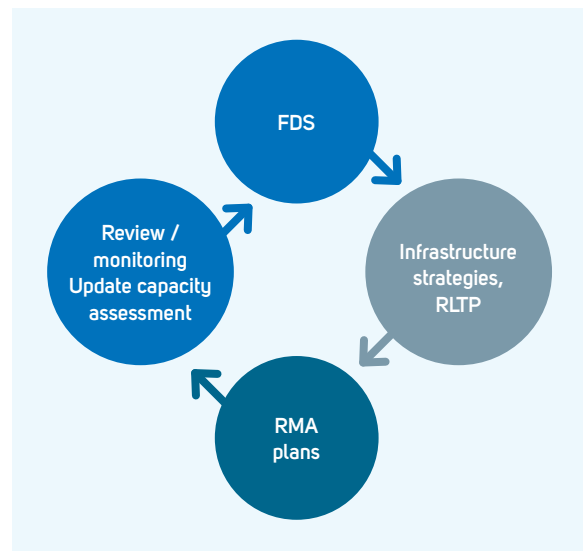
The Councils' Infrastructure strategies will need to consider how to plan for and respond to growth and demand for infrastructure set out in the FDS, taking into account competing demands for funding and investment.

By outlining areas for growth along with their proposed sequencing and timing of infrastructure servicing and funding, the FDS will inform LTPs, infrastructure strategies and other plans and strategies, such as Regional Land Transport Plans. In this way, these strategies and plans will become implementation tools with funding directed and prioritised in accordance with the FDS.

The growth expected over the next 30 years presents a number of infrastructure challenges. Funding, developing and maintaining infrastructure is expensive, and enabling sufficient development capacity for housing in the medium and long term will result in significant funding pressures.

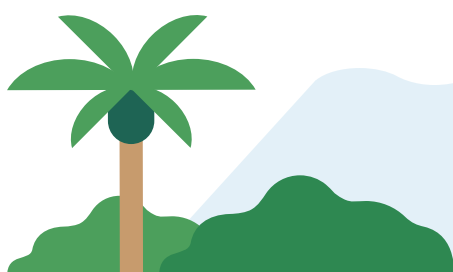
The ability to fund priority amenity and infrastructure projects is limited to the current tools available to councils, namely debt, rates, cost efficiencies and user fees and charges (including development contributions). This is an issue throughout the country and there are significant pressures on the growth councils. Making more effective use of new or upgraded infrastructure that is to be provided, such as through greater density of people, helps to manage some on-going cost pressures.

Detailed examination of costs and funding options may change the sequencing and timing of the growth areas set out in the FDS.



3.6 REVIEW

The FDS will be reviewed and updated every three years, unless monitoring suggests the need for review at an earlier date. The three year review period accords with the three yearly capacity assessment update required by the NPS-UDC.



4 DETAILED RECOMMENDATIONS

This section provides recommendations to advance implementation of the FDS.

MONITORING AND REVIEW

The 2019 FDS should be reviewed every three years, starting in 2022. Each three-yearly review shall:

- Measure the progress of actual growth against the projections, adjusting the phasing and timing of the strategy and implementation projects where necessary
- Establish priorities and actions for the subsequent 3 year period (as a minimum)
- Involve further public consultation if needed.

By 2020, the Councils should develop a robust Monitoring and Reporting Framework that can monitor:

- Population and household growth rates
- Demographic changes
- Housing affordability, house and section prices
- Uptake of intensification and expansion opportunities
- Relevant changes to national direction through legislation and regulatory documents.

The Councils should, by mid-2021:

- Undertake the second of the housing and business capacity assessments which are to be carried out at three yearly intervals
- Align growth models to project population and household growth, and business activity demand across the two regions
- Further develop tools to test the feasibility of development over the medium to longer term.

Nelson City and Tasman District should establish a mechanism by which they can continue joint implementation, monitoring and review of the 2019 FDS. This will include at least quarterly meeting and reporting at committee level or through a working group with delegated authority to administer the FDS. The Councils should formalise the roles, responsibilities and actions of the committee or group.

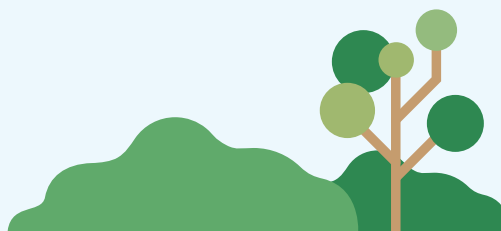
The Councils should use the 2019 FDS as a catalyst to further develop partnerships with all iwi of Te Tau Ihu, with future discussions and reviews progressively seeking more collaborative involvement, as well as scope to help realise the social housing and commercial aspirations of all iwi in the post Treaty Settlement era.

The Councils should establish a forum for on-going liaison with key central government agencies involved in implementation and review, such as the New Zealand Transport Agency and Ministry for Housing and Urban Development.

INTENSIFICATION ACTION PLAN

By early to mid-2020, so as to feed into the review of the Long Term Plan and the Councils' resource management plans, Nelson City Council, in conjunction with Tasman District Council, is to develop an Intensification Action Plan to identify and progress actions to enable and support the intensification outcomes of the 2019 FDS. This is to include at least the following initiatives:

- Identify, research and collate information on housing preferences
- Develop a strategy for improvements to transport, reserves and community facilities in areas subject to intensification
- Review of Development Contributions policies to ensure that they better reflect costs associated with different types and locations of growth (intensification versus expansion)
- Explore acquisition of key sites to help catalyse development and/or achieve strategic public realm outcomes
- Consideration of partnerships with Community Housing Providers, Housing New Zealand and potential Urban Development Authorities to facilitate redevelopment of public land holdings
- Collaboration with private sector housing providers on possible 'pilot' projects to demonstrate high-quality, feasible intensification projects in appropriate locations
- Development of educational and guidance material for applicants to facilitate good quality design outcomes
- Identify intensification areas that could be progressed (up zoned) in the short to medium term.



CLIMATE CHANGE ADAPTATION STRATEGY

By 2021, Nelson City Council (in conjunction with the New Zealand Transport Agency) is to progress a climate change mitigation/adaptation strategy in order to provide certainty of development capacity in areas affected by inundation from sea level rise (the Wood, Gloucester, Vanguard, parts of the city Centre, and Tahunanui).

This strategy is to address and integrate with improving the resilience of key infrastructure in the area.

Tasman District Council will continue to progress its draft climate change strategy/action plan, to enable the district to become more resilient to climate change impacts.

REGIONAL POLICY STATEMENT

Both Councils are to implement the FDS through the Councils' Regional Policy Statements which will be reviewed to:

- Establish new objectives that introduce the 2019 FDS growth concept (intensification and expansion areas) and give statutory support to the overall settlement pattern
- Establish new objectives and policies to enable centres-based intensification of the existing urban area, noting that the character of those places will be subject to change over the medium to long term
- Afford greater policy support for well-designed intensification in appropriate locations within existing urban areas, and discourage poorly-designed or located intensification proposals
- Provide policy support for urban expansion areas that are consistent with the first stages of the 2019 NTFDS (2028 – 2038)
- Establish staging 'triggers' that manage the release of the larger urban expansion areas identified in the second stage of the 2019 FDS (2038 – 2048) (or subsequent reviews), based on factors such as overall population growth rates, percentage of new housing located in intensification areas, housing preferences and adequate forward supply of development opportunities
- Achieve coordinated and logical urban growth, including efficient integration of land use and necessary infrastructure.

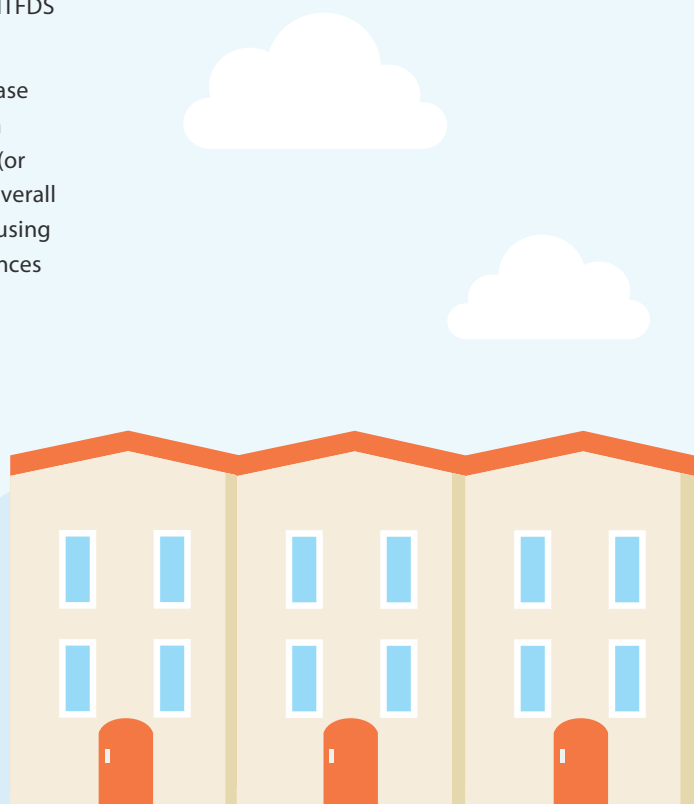
LONG TERM PLANS, INFRASTRUCTURE STRATEGIES AND OTHER PLANS

The Councils are to progressively review and update their respective Long Term Plans, Infrastructure Strategies, Development Contributions policies and Regional Land Transport Plans (in consultation with New Zealand Transport Agency) to:

- Ensure good alignment between growth projections, land use as signalled by the FDS, infrastructure and funding
- Further assess and refine the infrastructure requirements of the future development areas identified in the 2019 FDS, including network wide transport effects and associated projects
- Develop transport plans that are supportive of the intensification planned for the Nelson Urban Area, for example improved public transport and active modes
- Provide input into the 2022 review of the FDS, including review of timing and sequencing.

The Councils are to jointly:

- Coordinate with central government on centrally funded community infrastructure services, particularly in areas of intensification for health and education
- Continue to investigate and advocate for new and adequate funding tools for high growth areas. This would help enable the Councils to fund infrastructure in a timely manner to support growth.



5 GLOSSARY



DEFERRED ZONE

The Tasman Resource Management Plan explains the deferred zone in chapter 17. The removal of the deferred zone status and the commencement of the new effective zone as listed in Schedule 17.14A (deferred zone locations), is effected by a resolution of Council when the required services have been provided, or can be provided, to the satisfaction of the Council. The Plan is then amended without further formality from that date of resolution, to show the new effective zone. Council advises landowners when it has made a resolution. (TRMP 17.14.2(d)). The deferred zone rules in the TRMP enable either the Council or any person to provide the required services and any person may propose to service any part or all of any deferred zone area. In either case, the Council has to approve the servicing proposal, before the deferred status over the relevant part of the future zone can be removed by a resolution of Council. Services may be provided either before or after removal of any deferral. (17.14.20 TRMP).

DEMAND

Means, in relation to housing, the demand for houses in the short, medium and long term, including:

- The total number of houses required to meet projected household growth and projected visitor accommodation growth
- Demand for different types of houses
- The demand for different locations
- The demand for different price points.

recognising that people will make trade-offs to meet their own needs and preferences.

In relation to business land, the demand for floor area and lot size in an urban environment in the short, medium and long-term, including:

- The quantum of floor area to meet forecast growth of different business activities
- The demands of both land extensive and intensive activities
- The demands of different types of business activities for different locations within the urban environment.

DEVELOPMENT CAPACITY

Means in relation to housing and business land, the capacity of land intended for urban development based on:

- The zoning, objectives, policies, rules and overlays that apply to the land, in the relevant proposed and operative regional policy statements, regional plans and district plans
- The provision of adequate development infrastructure to support the development of land.

DEVELOPMENT INFRASTRUCTURE

Means network infrastructure for water supply, wastewater, stormwater, and land transport to the extent that it is controlled by local authorities.

EXPANSION AREAS

Means rural zoned areas that have been identified as providing for future housing capacity.

FEASIBLE

Means that development is commercially viable, taking into account the current likely costs, revenue and yield of developing; and feasibility has a corresponding meaning.

FUTURE URBAN ZONE

Is a new zone specified in the National Planning Standards for use in District Plans to identify areas suitable for urbanisation in the future and for activities that are compatible with and do not compromise potential future urban use.

GREENFIELD DEVELOPMENT

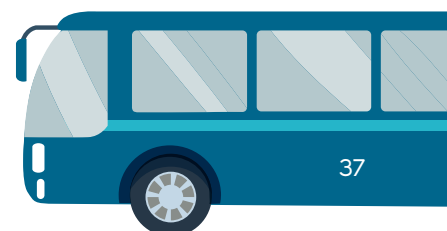
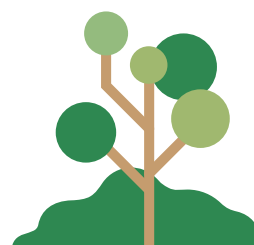
Means land identified or used for urban development (residential, business or industrial) that has not been previously used for that purpose.

INFILL

Means new stand-alone houses that are constructed within the existing defined area of the city.

INTENSIFICATION

Means development that increases the density of an existing urban area. Intensification can occur as infill, redevelopment or within greenfield development areas where the zoning is changed to enable increased density.



LAND OF HIGH PRODUCTIVE VALUE

Means land which has a climate with sufficient sunshine that supports soil temperature and at least one of the following features:

- A slope of up to 15 degrees
- Imperfectly drained to well drained soils
- Soil with a potential rooting depth of more than 0.8 metres and adequate available moisture
- Soil with no major fertility requirements that could not be practically remedied
- Water available for irrigation.

Where that combination is to such a degree that it makes the land capable of producing crops at a high rate across a wide range. *Note – this meaning is adapted from “Classification System for Productive Land in the Tasman District”, Agriculture New Zealand, December 1994 and is equivalent to land under classes A, B and C.*

LONG TERM

Means between ten and thirty years.

MEDIUM TERM

Means between three and ten years.

MIXED USE

Compatible and complementary activities within an area (often mixed residential, business, recreational, retail or hospitality nature, with shops / offices on the ground floor and apartments above).

NELSON URBAN AREA

Is defined by Statistics New Zealand and means the geographic area covering all of the Nelson Territorial Authority Area (excluding the Whangamoa area unit) and the main Richmond Urban areas of the Tasman Territorial Authority Area, including the following area units:

- Aniseed Hill
- Hope
- Best Island
- Bell Island
- Ranzau
- Richmond East
- Richmond West.

SEA LEVEL RISE

Areas subject to risk of long term sea level rise means areas of land within 5m of mean sea level. This incorporates the advice in the Ministry for the Environments Coastal Hazards and Climate Change Guidance for Local Government (2018).

SHORT TERM

Means within the next three years.

SUFFICIENT

Means the provision of enough development capacity to meet housing and business demand, and which reflects the demands for different types and locations of development capacity; and sufficiency has a corresponding meaning.

REDEVELOPMENT

Refers to replacing existing development with new development.



8 REFERENCES

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